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ABSTRACT

This report responds to a Wisconsin Legislature request by describing how special education program aides are used in Wisconsin schools and examining recent employment trends. An introductory section summarizes current rules and policies on eligibility for approval of aide positions, state funding, and qualifications for licenses. It defines acronyms used throughout the report, and describes factors that drive the need for program aides. Employment trends include an 11% annual increase in the number of aides and a decrease in the number of special education children per aide. The following conclusions and recommendations are offered: (1) most aide positions are established to provide assistance with individual severely handicapped children who are being served in school districts rather than in residential environments; (2) implementation of community-based curriculum approaches has required review of the responsibilities of teachers and teacher aides in non-classroom environments; (3) specialization in assignments of aide positions has implications for more specific training and/or certification requirements; (4) approximately one-quarter of the aide positions are in situations where enrollment exceeds the department maximum enrollment policy; and (5) the administrative code does not, in most instances, authorize special education program aides to deliver services in the regular classroom, and there is increasing support to modify these regulations. Appendixes provide further documentation. (DB)

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Special Education Program Aides In Wisconsin Schools

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A Report to

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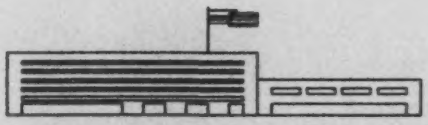

Wisconsin Department of Public Instruction

Herbert J. Grover, Superintendent

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Special Education Program Aides in Wisconsin Schools

A Report to the Joint Committee on Audit

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SPECIAL EDUCATION PROGRAM AIDES IN WISCONSIN SCHOOLS

* * EXECUTIVE SUMMARY * *

This report was requested by the Legislature's Joint Committee on Audit. It describes how special education program aides are used in schools and shows recent employment trends.

An introductory section summarizes current rules and policies on eligibility for approval of aide positions, state funding, and qualifications for licenses. It defines acronyms used throughout the report, and describes factors that drive the need for program aides, including the following:

- At any point in time, about 20% of all Wisconsin special education program units have enrollments over the published limits.

- The number of Wisconsin children with exceptional educational needs who are being served, including those with severe, multiple, or medically-based handicapping conditions, has steadily increased over the years.

TRENDS IN THE EMPLOYMENT OF AIDES

Trend information was based on third Friday of September enrollment reports, beginning with 1983-84 when a new data system was started.

1. Since 1983-84 the full-time equivalencies (FTEs) for aides have grown at an average annual rate of 11%, compared to 1% for children and 3% for teachers.

2. The largest numerical increase in total aide FTEs was in 1989-90, one year after the largest increase in children's FTEs.

3. The number of special education children per aide (both in FTEs) has decreased since 1983-84 (from 17.7 to 11.4 children per aide).

4. The greatest decrease in children per aide occurred between 1983-84 and 1984-85. Decreases have generally moderated since then.

5. Increases in aide FTEs were generally proportionate among program areas. Their FTE ranks changed little or not at all between 1983-84 and 1989-90.

THE USES OF SPECIAL EDUCATION PROGRAM AIDES

Most information on the uses of aides was obtained from responses to form PI 2190, which LEAs use to request approval of aide positions. Between mid-May and mid-October, 1990, a total of 1,368 requests were approved and over 420 were disapproved. Data from the approved request forms were used in this study.

1. As of September, 1989, there were 4,088 aides employed. The great majority serve in the areas of Early Childhood, Emotional Disturbance, Mental Retardation - Moderate/Severe, and Learning Disabilities.

2. Two-fifths of all aides are in Self-Contained Integrated units.

3. Three-fifths of all aides serve pre-school and elementary children.

4. Districts employ 75% of all aides, CESAs employ 19%, and CHCEBs 6%.

5. Of the four rationales which LEAs could cite for aide positions, the one most often cited was Assisting children who would otherwise be difficult to manage or educate. Next, in order, were Over-enrollment, Assisting a child with a physical handicap, and Management control on school buses.

6. Specific aide functions fell into four groups: Classroom Activities, Health Care, Individualized Activities, and Records & Data. Functions are related to the handicapping conditions of the children being served, as indicated by the program areas with high scores on the four groups, as follows:

Classroom Activities:	Emotional Disturbance, Speech and Language, Multi-Categorical, and Early Childhood.
Health Activities:	Physically Handicapped/Other Health Impaired.
Individualized Activities:	Visually Impaired, Mental Retardation-Moderate/Severe, and Mental Retardation-Mild/Borderline.
Records & Data:	Speech and Language, Emotional Disturbance.

REASONS FOR DISAPPROVAL OF AIDE POSITION REQUESTS

Program area supervisors based their decisions for approval or disapproval on the established requirements, as communicated to LEAs, and on their personal knowledge of the particular special education program at the LEA.

A number of requests had problems that couldn't be solved by revisions (e.g., Over-enrollment rationale checked, but actual enrollment is not over the limit; and Enrollment is too high - need an additional teacher). Others required better evidence (e.g., Statement supporting rationale of children difficult to manage or educate is incomplete or non-specific; and No evidence of unusual needs).

CONCLUSIONS AND RECOMMENDATIONS

The data management and reporting procedures established by the department have provided the capability to analyze the use of special education program aides in this report and to identify major trends and policy implications.

1. A majority of aide positions are being requested for assistance with individual, more severely handicapped children who are being provided an appropriate education to the maximum extent possible in school districts, rather than in residential environments.

2. Implementation of successful, community-based curriculum approaches have required review and clarification of the responsibilities of teachers and teacher aides in environments other than the classroom.

3. Specialization in assignments of aide positions has implications for more specific training and/or certification requirements for such positions in the future.

4. Approximately one quarter of the aide positions are being used in situations where the enrollment exceeds the department maximum enrollment policy but, with minor exceptions, this report would not appear to indicate the need for major alterations to these enrollment policies.

5. The administrative code does not, in most instances, provide authority to approve special education program aides to promote the delivery of services in the regular classroom, and there is increasing concern and support to modify existing regulations.

ACKNOWLEDGEMENTS

This report is the result of a team effort. Acknowledgement is made of the contributions of groups and individuals. Perceptive and useful comments were made by members of the State Superintendent's Council on Exceptional Education, the Bureau for Exceptional Children, and Patricia Yates of the Bureau for Policy and Budget, who reviewed the report, or portions of it, in draft form. Blanca Cruz and James Despins provided assistance during the planning and data-gathering stages. Gary Nelson created the graphic displays. Paul Halverson and Tom Stockton provided counsel at all stages of the project and wrote parts of the narrative.

SPECIAL EDUCATION PROGRAM AIDES IN WISCONSIN SCHOOLS

A Report to the Joint Committee on Audit
Prepared by Wisconsin Department of Public Instruction

January 2, 1991

A. BACKGROUND

1. Purposes of this Report

This document is in response to an April, 1990 request by the Wisconsin Legislature's Joint Committee on Audit for a report on the use of special education program aides in programs for children with exceptional educational needs. That request is presented in Appendix A and Dr. Grover's reply in Appendix B.

This report provides certain background information on the employment of these aides, shows trends in the numbers of aides employed since the 1983-84 school year and examines where, why, and how aides are used currently in Wisconsin special education programs.

2. Summary of Current Rules and Policies

PI 11.33 of the Wisconsin Administrative Code addresses the employment of special education program aides (see Appendix C). Two informational bulletins concerning these rules and additional policies were issued by the Department of Public Instruction in November 1989 and in September, 1990 (see Appendixes D and E). The major points in these bulletins and the respective rules relevant to this report are as follows:

* So that all special education instructional units may have adequate support services, a local educational agency (LEA) may employ an aide when appropriate. However, it is not the intent of the rules that all such program units be provided with an aide.

* Eligibility for approval of an aide position requires evidence of one or more of the following conditions:

  Over-enrollment of the instructional unit,

  The need for assistance with certain children who might otherwise be difficult to manage or educate,

  The need for management control on school buses to ensure children's safety, and

  The need to assist a physically handicapped child to accommodate to a regular classroom.

* The state approves these positions and the corresponding reimbursements to LEAs for salaries and fringe benefits through handicapped children's categorical financial aid. Although funding is statutorily authorized at 63%, the prorated funding level paid in 1989-90 on 1988-89 program costs was 60%. Approval for such a position is subject to department program supervisor review of a written plan covering: rationale, clearly articulated need, aide role and function, work schedule, and any other pertinent information requested by the division, through the use of a DPI form, PI 2190 (Request for Special Education Program Aide).

* LEAs must request approval of program aide positions annually on a special education plan of service. The first request is made via form PI 2190. Subsequent requests are made by the plan of service and, every three years, by form PI 2190 (LEAs are on a three-year staggered schedule). When the conditions or circumstances that necessitated the position no longer exist, there is no longer a justification for the position.

* Both information bulletins pose a number of specific questions, and then answer them in detail, regarding completion of form PI 2190, roles and functions of aides, and the supervision of aides. For example, it is made clear that aides are to work under the direct supervision of the professional instructor and that their duties are to be in support of the instructional responsibilities of the teacher.

Currently, to qualify for the regular license as a Special Education Program Aide (883), the applicant must be at least 18 years of age and must provide evidence of having completed any of the following four items (from PI 3.39 of the Wisconsin Administrative Code):

* Three years of college education,

* Three years of experience supervising structured youth activities,

* A combination of the two above items equivalent to three years, or

* A DPI-approved, two-year program in child care and development.

3. Explanation of Acronyms

Throughout this report, acronyms will be used for the various handicapping conditions, program or service areas, and program types. These acronyms are defined here and, where necessary, explained.

a. General Terms:

EEN = Exceptional Educational Need. A need for special education, due to one or more handicapping conditions, as determined by a multi-disciplinary team.

LEA = Local Educational Agency. Strictly speaking, this means a local school district. However, for the sake of brevity, in this report the acronym LEA will include Cooperative Educational Service Agencies (CESAs) and County Handicapped Children's Education Boards (CHCEBs) as well.

b. Handicapping Conditions:

DB = Deaf and blind

ED = Emotional Disturbance

HI = Hearing Impairments (i.e., either deaf or hard of hearing)

LD = Learning Disabilities

MRB = Mental Retardation - Borderline/Mild

MRS = Mental Retardation - Moderate/Severe

OI = Orthopedic Impairments (i.e., physical handicaps, such as diseases of the bones, muscles, or central nervous system)

OHI = Other Health Impairments (e.g. cancer, diabetes, diseases of the lungs, heart, immune system, etc.)

SL = Speech and Language Handicaps

VI = Visual Impairments

c. Program Areas and Supportive Service Areas

Most program areas correspond to one of the primary handicapping conditions listed above (i.e., DB, ED, HI, LD, MRB, MRS, SL, and VI). The remaining program areas typically provide services to a number of children who do not share the same handicapping condition. They are:

EC = Early childhood. Includes children ages 0-5 who typically have different handicapping conditions and attend either mornings or afternoons.

HB = Home-bound or hospitalized. This requires a physicians's statement that the child is unable to attend school.

MC = Multicategorical pilot units. The teacher must be certified in the two handicapping conditions approved for service. No more than two conditions may be involved.

OT = Occupational Therapy. Strictly speaking, this is a supportive service area, not a program area. Children who receive OT services are assigned to a teacher in one of the program areas.

PHO = Physical handicaps (i.e. Orthopedic impairments) and Other health impairments combined.

PT = Physical Therapy. Like OT, this is a supportive service area, not a program area.

SN = Special Needs Delivery System Pilot Units. SN level I is for less severe EENs and level II is for more severe EENs. In level I units three handicapping conditions are allowed. The teacher may hold a license in one area of exceptionality and a license in general education or hold licenses in two of the three areas of exceptionality. Level II units may serve only two categories of exceptionality and the teacher must be certified in both.

d. Program Types

These are presented in decreasing order of restrictiveness or intensity of the special education placement. The following explanations were taken from PI 11.26-11.30.

SCC = Self-Contained Complete. Serves children with severe EENs. Provides for maximum control of educational and environment intervention variables (i.e., children stay in the special education classroom most of the time).

SCM = Self-Contained Modified. Similar to SCC, but the entire class may go to a different teacher (music, art, PE, etc.) for instruction or that teacher may come to the SCM classroom. Serves children with moderate to severe EENs.

SCI = Self-Contained Integrated. Individual children are integrated into other (regular or special) education programs.

RES = Resource room. Special education teacher in a regular school provides instruction in specific skill areas. Children with EENs are integrated into the regular education program.

ITIN = Itinerant. Special education teacher serves children in two or more schools.

e. Program levels (taken from PI 11.32)

Early Childhood	= ages 0-5, pre-school and kindergarten
Primary	= ages 6-8, kindergarten-grade 3
Intermediate	= ages 9-11, grades 4-6
Elementary (wide-range)	= ages 6-11, grades 1-6
Middle/Junior High	= ages 11-14, grades 6-9
Senior High	= ages 15-20, grades 9-12
Secondary (wide-range)	= ages 12-20, grades 7-12
K-12 wide-range	= ages 6-20, grades K-12

4. The Need for Special Education Program Aides

In Wisconsin, as in other states, there are a number of factors that drive the need for aides. Following are four of the most significant factors:

* At any point in time, approximately 20% of all special education units in Wisconsin have enrollments over the published enrollment limits, as given in Appendix F. Local educational agencies are required either to adhere to published minimum/maximum enrollment limits or negotiate variances from those limits with the Department.

  Program areas that are most highly over-enrolled are: Multi-categorical, Mental Retardation - Moderate/Severe, Physical and Other Health Impairments, and Visual Impairments. There is a slight tendency for medium-sized and smaller districts to have a greater proportion of their EEN units over the maximums than larger districts have. It is worth noting that the smaller the district the greater the proportion of its EEN units that are BELOW the specified minimums. These two facts, taken together, suggest that the smaller the district, the more difficulties it may have providing adequately and flexibly for its children with EENs.

* The number of Wisconsin children with identified exceptional educational needs who are being served has increased steadily over the years. From 1983-84 to 1989-90, the numbers of individual children, ages 0-21, with EENs (i.e., the unduplicated count) increased from 73,948 to 83,178, an increase of 12.5%. Over that time span, the total enrollment (i.e., counting children more than once if they were served in two or more program areas) increased from 90,451 to 107,457, an increase of 18.8%.

Note: Data prior to 1983-84 were collected and recorded in a different manner than from 1983-84 to the present. For this reason we will use only data from 1983-84 and the years following.

* There has been a noticeable increase over the years in the number of children who have severe and hard to serve, multiple, or medically-based handicapping conditions. From 1983-84 to 1989-90 the unduplicated counts of children with three primary handicapping conditions have risen in particular. They are: Emotionally disturbed (+2,961 or +28.8%), Orthopedically Impaired (+690 or +83.0%), and Other Health Impairments (+145 or +24.0%). In addition there has been a large increase in the enrollment of children with moderate/severe mental retardation (+374 or +11.2%) over those years. Since 1986-87 (the first year this particular count was taken), the number of children with multiple handicapping conditions has increased from 17,773 to 20,653.

* There are many activities and responsibilities associated with special education children that must be carried out and can be appropriately assigned to a certified program aide rather than to the special education teacher. The many functions of program aides are presented in detail in Section D of this report.

Other factors undoubtedly influence an LEA's decision to request an aide. Some of these factors are: apparent cost savings to the LEA, the need to comply with enrollment standards, difficulties in hiring qualified special education teachers, and appeals by special education teachers who experience job-related stress and ask for assistance in order to maintain their health and teaching effectiveness.

Such factors may apply to a greater or lesser degree in different LEAs but, to the extent that they do exist, the following objectives for employing aides become relevant:

* Making it possible for the special education teacher to serve a larger number of children,

* Freeing the teacher to spend more time on the education process, and to use his or her highly specialized knowledge, skills, and training more fully,

* Increasing the proportion of children's time spent on learning activities,

* Providing for or dealing effectively with individual needs and differences, and

* Improving or maintaining appropriate classroom behavior and the climate for learning.

Although there is little empirical evidence based on rigorously-designed, experimental studies, it is generally accepted that the services provided by aides are beneficial. Since the LEA pays 40% of an aide's salary and fringes, there is significant economic pressure on the LEA not to employ aides unless a strong case can be made to do so.

B. TRENDS IN THE EMPLOYMENT OF SPECIAL EDUCATION AIDES

Note: All data in this section are based on LEAs' responses to form PI 2300 (Enrollment Report - Exceptional Education) as of the third Friday in September for each year.

1. Full-Time Equivalencies of Special Education Children, Teachers, and Aides

Table 1 presents the full-time equivalencies (FTEs) of special education children, teachers, and aides from 1983-84 to 1989-90, based on form PI 2300. The two right-hand columns give the total percentage increases over the span of six years and the average annual percentage increases. FTEs for aides have increased at a much higher rate than FTEs for children or teachers. In raw numbers, there were increases of 2,086 children FTEs, 1,132 teacher FTEs, and 1,220 aide FTEs from 1983-84 to 1989-90.

Table 1. Full-Time Equivalencies of Special Education Children, Teachers, and Aides 1983-84 to 1989-90

	School Year								
Group	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89	1989-90	Total % Incr.	Ave. % Incr.
Children FTE	32,598	31,265	32,389	31,785	31,804	34,052	34,686	6.4%	1.1%
Teachers FTE	5,883	6,012	6,255	6,449	6,571	6,818	7,015	19.2%	3.2%
Aides FTE	1,833	2,025	2,276	2,417	2,531	2,714	3,053	66.6%	11.1%

Source: PI 2300 as reported on the third Friday in September.

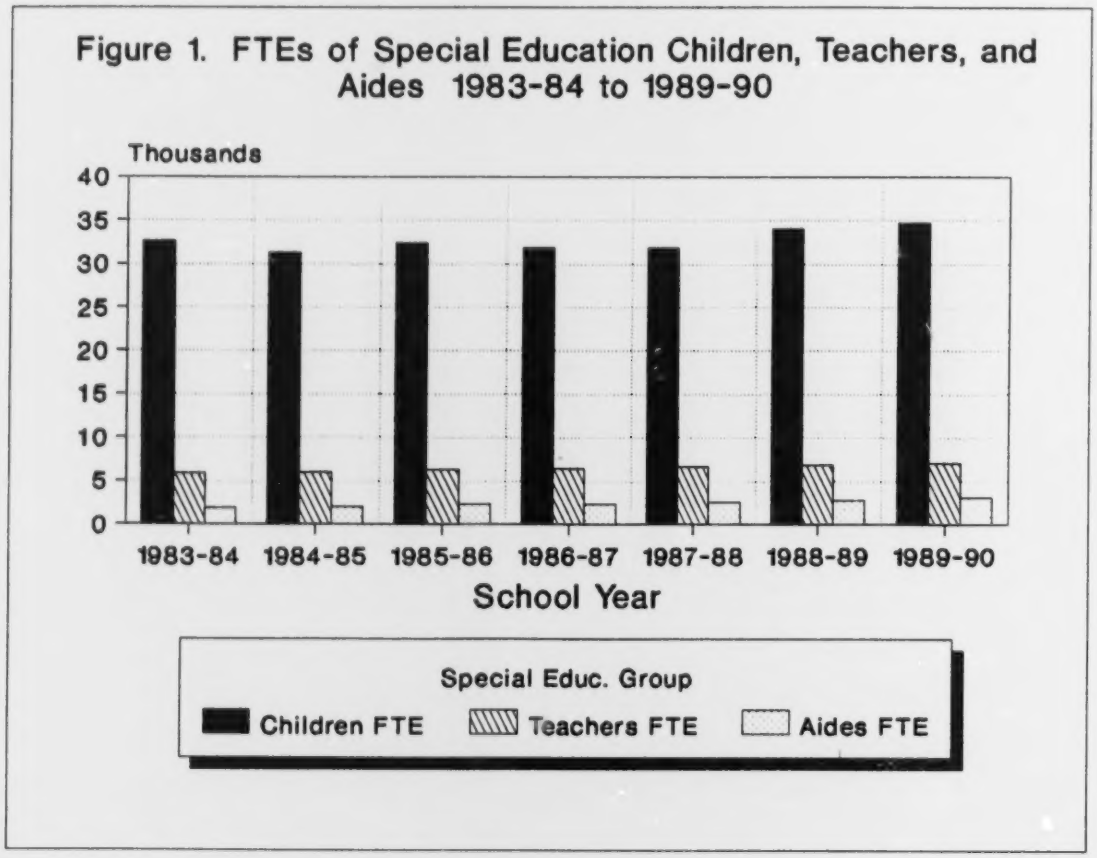
FTEs of teachers and aides were used because they indicate the magnitude of the special education staff resources provided and funded. FTEs of children were used for comparability across all three groups.

Note that the FTEs of all three special education groups are less than the corresponding unduplicated counts of individuals in those groups. This is particularly true of special education children, for whom the least restrictive environment (i.e., as much time in regular education as is appropriate) is encouraged. Thus, while FTEs are appropriate for use in this report, they don't reflect the numbers of individuals involved, particularly the numbers of individual children being served statewide or by the typical teacher or the typical aide.

The percentage of children's school time spent in special education classes (i.e. the FTE rate) has usually been in the 41% to 44% range. For example, in 1989-90 there were 34,686 child FTEs and an unduplicated count of 83,177 children, which gives an average FTE rate of 41.7%. Average FTE rates for teachers have ranged from 84% to 86%. Finally, the average FTE rates for aides have usually been around 75%.

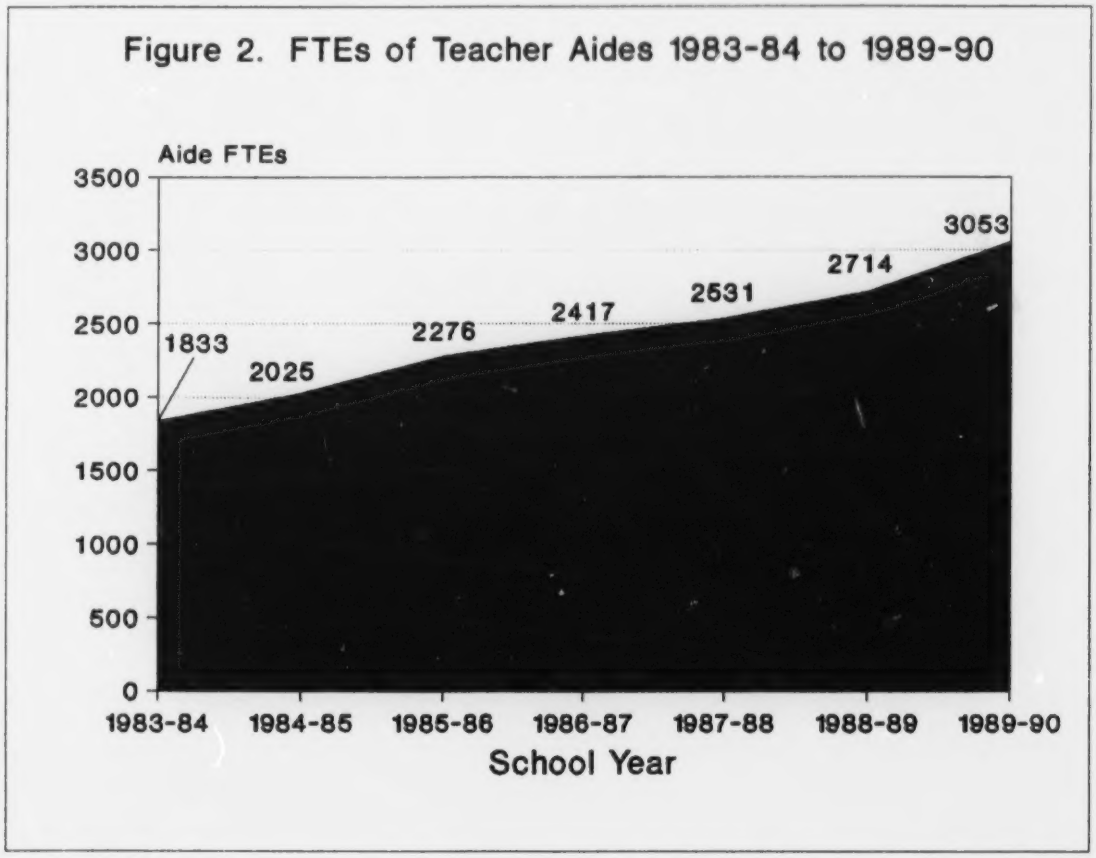
Figure 1 presents, in graphic form, the same annual FTE data as in Table 1. It shows that, relative to the children's FTEs, those of special education teachers and, even more so, those of aides have steadily, but gradually, increased.

The graphic representation shows considerable variation from year to year for the children's FTEs, compared with those of teachers and aides.



2. Aide FTE changes from year to year

Figure 2 focuses on the aide FTEs from 1983-84 to 1989-90 and gives a clearer picture of the increases from year to year. The slope of any segment of the line represents the increase from one year to the next. We can see that the increases were relatively high at first, more moderate the next two years, and high again in the last two years. The greatest increase was from 1988-89 to 1989-90.



3. Children per Teacher and per Aide

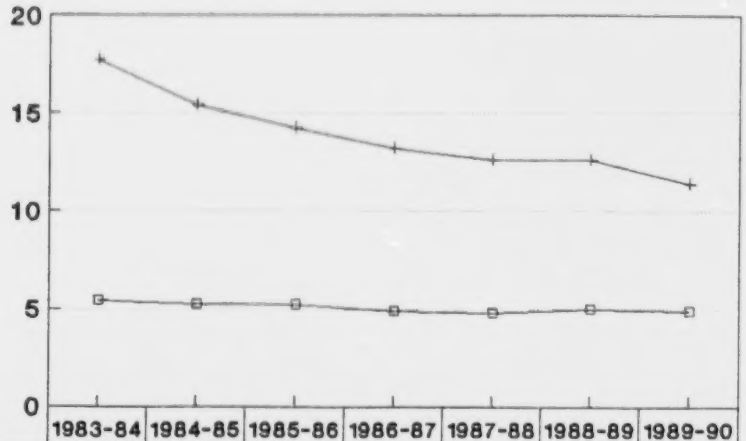
Figure 3 gives the ratios of children to teachers and of children to aides (all in terms of FTEs) for each of the seven years and allows us to see the size of the changes from year to year. Across all special education program areas, the FTEs of children per 1.0 FTE teacher have decreased from 5.5 in 1983-84 to 4.9 in 1986-87 and have stayed at about that level ever since. The FTEs of children per 1.0 FTE aide have decreased from 17.7 in 1983-84 to 11.4 in 1989-90.

Note that there was a temporary plateau from 1987-88 to 1988-89, when the FTEs of children per aide stayed at 12.6. This occurred because of the marked increase in children's FTEs in 1988-89, as shown in Figure 1. Particularly large increases in children's FTEs from 1987-88 to 1988-89 occurred in MRB (+517), LD (+467), MRS (+429), and OT (+310). Across all program areas there was an increase of 2,249 children's FTEs (or +7.1%).

Note also the steep slope of the line between 1988-89 and 1989-90, when the average number of children per aide decreased by 1.2 (the same as between 1984-85 and 1985-86). It is likely that the sharp increase in the number of aides in 1989-90, seen in Figure 2, was a reaction to the sharp increase in the number of children during the preceding year and simply represents a recovery to the prevailing trend.

Aside from that temporary plateau and the recovery the following year, the slope of the curve in Figure 3 becomes gradually less steep from 1983-84 to 1989-90. This suggests that, if the system were allowed to continue without a strong external intervention, the number of children per aide would eventually level out, as seems to be the case for the number of children per teacher.

Figure 3. Children per Aide and per Teacher (FTE) From 1983-84 to 1989-90



	1983-84	1984-85	1985-86	1986-87	1987-88	1988-89	1989-90
Children/Aide	17.7	15.4	14.2	13.2	12.6	12.6	11.4
Children/Teacher	5.4	5.2	5.2	4.9	4.8	5	4.9

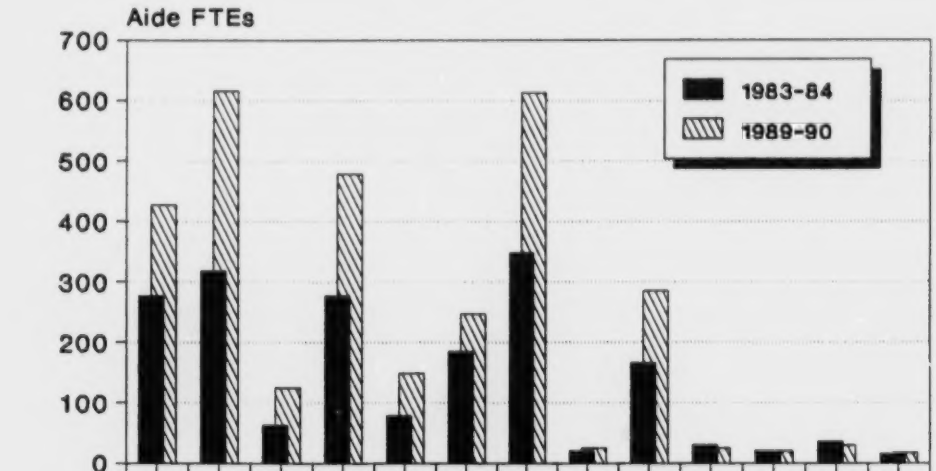
4. Changes in Aide FTEs by Special Education Program Area

Figure 4 shows the numbers of aide FTEs in 1983-84 and in 1989-90 for 13 different program areas. Ten program areas had increased FTEs, SL was unchanged, and both PT and SN had decreased FTEs.

In general, the relative rank of any program area, regarding the total number of its aide FTEs, was about the same in 1989-90 as it was in 1983-84. For example, MRS ranked first in 1983-84 and second in 1989-90, PHO ranked sixth in 1983-84 and fifth in 1989-90, and VI ranked last in both years. Thus, there was no program area that had a disproportionately large increase in aide FTEs.

HB is not shown in figure 4 since it involves no aides. DB is not shown because it had so few aides (2.5 FTE in 1983-84 and 2.0 in 1989-90).

Figure 4. Aide FTEs in 1983-84 and 1989-90 By Program Area



	EC	ED	HI	LD	MC	MRB	MRS	OT	PHO	PT	SL	SN	VI
1983-84	277	317	63	276	79	184	348	20	165	30	20	36	15
1989-90	427	615	125	477	148	247	612	24	285	24	20	29	17

Program Area

5. Changes in Aide and Teacher FTEs, by Program Area

While the average annual increase in teachers FTEs from 1983-84 to 1989-90 was 3.2% and that for aides was 11.1%, it was thought that there might be variations in that general pattern among different program areas. The average annual changes for teachers and aides were calculated for each of the 13 program areas in which aides were employed.

Figure 5, below, shows the five different patterns that emerged. The most typical pattern (for EC, ED, HI, LD, MC, MRS, OT, PHO, and VI) was an increase in both teacher and aide FTEs. This is a pattern of consistency between teacher and aide FTEs. The other consistent pattern was the decrease in both teachers and aides for SN.

Three program areas had patterns of inconsistency between teacher and aide FTE changes. The numbers of teachers in SL and PT programs increased, but the number of SL aides stayed the same and the number of PT aides decreased. In MRB there was a small decrease in the number of teachers (-2.4%) and a small increase in the number of aides (+5.7%).

Five of the nine areas with increases in both the FTEs of teachers and of aides (i.e., EC, ED, LD, MC, and MRS) had average annual percentage increases for aides that were from two to four times the increases for teachers. Thus, this was most typical. Two areas, OT and VI, had smaller average increases for aides than for teachers. The two remaining program areas, HI and PHO, had much higher average increases for aides than for teachers.

Figure 5. Patterns of Change in FTEs of Special Education Teachers and Aides from 1983-84 to 1989-90, by Program Area

	Teacher FTEs		
Aide FTEs	Decreased	Increased	
Increased	MRB	EC ED HI LD MC MRS OT PHO VI	
No Change		SL	
Decreased	SN	PT	

6. Children per Aide in 1983-84 and 1989-90, by Program Area

While we have already examined the numbers of children per aide for all program areas combined, it is useful to look at the details for each of the program areas. Table 2 provides those details, in terms of children per aide, for 13 program areas in 1983-84 and 1989-90.

As noted earlier, the over-all number of children per aide declined from 17.7 to 11.4, a direct consequence of adding aides.

It is noteworthy that the program areas' ranks, with regard to numbers of children per aide, were the same or just about the same in 1989-90 as they were in 1983-84. This suggests that whatever factors drove the need for aides in 1983-84, whether specific to one program area or relevant to them all, are still influential today.

The varieties of handicapping conditions in these 13 program areas have direct implications for the need to employ aides and, thus, the number of students per aide. The 13 areas are listed according to their rank in 1989-90, which makes this point more obvious than when they are listed alphabetically. In section D of this report we will be able to see the differences regarding the rationales given for employing aides in the different program areas. In general, they show the need for more one-to-one type activities for PHO, HI, VI, MRS, and EC.

Table 2. Children Per Aide, by Program Area, 1983-84 and 1989-90

Program Area	For 1983-84 Child FTEs	Aide FTEs	Children Per Aide	Rank	For 1989-90 Child FTEs	Aide FTEs	Children Per Aide	Rank
PHO	871	165	5.3	1	765	285	2.7	1
HI	464	63	7.4	3	452	125	3.6	2
VI	97	15	6.5	2	75	17	4.4	3
MRS	2,735	348	7.9	4	3,000	612	4.9	4
EC	2,959	277	10.7	5	2,975	427	7.0	5
SN	482	36	13.4	6	240	29	8.3	6
ED	4,719	317	14.9	8	6,110	615	9.9	7
MC	1,172	79	14.8	7	1,583	148	10.7	8
MRB	5,179	184	28.1	10	4,108	247	16.6	9
PT	576	30	19.2	9	499	24	20.8	10
LD	9,238	276	33.5	12	10,122	477	21.2	11
OT	568	20	28.4	11	576	24	24.0	12
SL	3,454	20	172.7	13	4,159	20	208.0	13
TOTAL	32,514	1,833	17.7		34,664	3,049	11.4	

C. FORM PI 2190, THE PRIMARY SOURCE OF INFORMATION

In November, 1989, a new form, PI 2190, Request for Special Education Program Aide, was distributed to all LEAs that operated special education programs for their use in requesting approval of program aides. Although its purposes were not identical to those of the present study, its contents were such that it could be appropriately used as the primary source of information regarding the uses of aides in schools. It is attached as the last page in both Appendixes D and E.

From May to mid-October, 1990, the PI 2190 forms received by the DPI were reviewed by the appropriate program area supervisor and either approved or disapproved. Some of those that were originally disapproved were re-submitted, with corrections, and, upon review, were approved. A total of 1,368 forms were received and approved by mid-October, 1990. Data from the approved forms provided the basis for most of the analyses that follow.

There are three possible drawbacks to using data based on form PI 2190 in the present study. First, as the LEAs are on a three-year cycle, only one-third of them needed to submit PI 2190s for their continuing aide positions. As a result, it is possible that the data we obtained via the forms that were received and approved from May to mid-October, 1990 may not be representative of all special education aides in Wisconsin.

Second, since all LEAs were to use the request forms for new aide positions and only one-third of the LEAs for continuing positions, the new positions are over-represented in our data. It was not possible to distinguish between new and continuing positions on the basis of information provided on the form.

Finally, since the forms were presumably completed by persons other than the aides, themselves, the roles and functions reported on some forms might not reflect so much the actual activities of the aides as the respondent's expectations for those aides.

While it was impossible to validate the reported roles and functions for aides, we did make some checks on the representativeness of the aides for whom we had PI 2190 data. Comparisons were made of the percentage (i.e., the share of the total) of aides in each program area, based on PI 2190 data and based on PI 2300 data (the Enrollment Report) as of September, 1989. These percentages are shown in Table 3, below.

For ten of the eleven program areas for which we had data (OT and PT were not included), their share of the total for PI 2190 was essentially the same as their share for PI 2300 (i.e., a difference of no more than 3.4%). The one area where there was a difference was Early Childhood, which comprised 10.7% of the PI 2190 cases versus 20.0% of the PI 2300 cases. Thus, except for an under-representation in Early Childhood, the PI 2190 data appear to represent all Wisconsin special education aides reasonably well. Furthermore, the 1,368 forms received and approved would appear to be an adequate sample of the 4,088 individual aides who were reported on PI 2300 as of September, 1989.

D. USES OF SPECIAL EDUCATION PROGRAM AIDES

1. In what program areas are aides employed?

This question is better answered with data from PI 2300 (the September Enrollment Report) than via PI 2190, since it gives complete and exact counts, while the PI 2190 forms represent a sample. The counts of individual aides and percentages of the total of 4,088 for all fourteen program areas, based on the September, 1989 PI 2300 reports, are given in the first two columns of Table 3. (Note: these are not FTEs.)

The percentages of the total, in descending order, are as follows: EC (20.0%), ED (18.2%),. MRS, (17.2%), LD (16.0%), PHO (8.4%), MRB (7.7%), MC (4.8%), HI (3.5%), PT (0.9%), SL (0.9%), SN (0.9%), OT (0.9%), VI (0.6%), and DB (0.05%).

Table 3. Counts and Percentages of Aides in Fourteen Program Areas, as reported for September, 1989 (PI 2300) and in PI 2190 Requests

Program Area	Reported by PI 2300 Number	Reported by PI 2300 Percentage	Reported by PI 2190 Number	Reported by PI 2190 Percentage
DB	2	0.05%	0	0.0%
EC	818	20.0	146	10.7
ED	743	18.2	290	21.1
HI	145	3.5	38	2.8
LD	653	16.0	270	20.7
MC	196	4.8	76	5.6
MRB	316	7.7	105	7.7
MRS	699	17.2	276	20.2
OT	36	0.9	0	0.0
PHO	343	8.4	129	9.4
PT	38	0.9	0	0.0
SL	38	0.9	3	0.2
SN	37	0.9	27	2.0
VI	24	0.6	8	0.6
TOTAL	4,088	100.0	1,368	100.0

2. In what types of special education units are aides employed?

Form PI 2190 asked for the type of unit (i.e., classroom), in which the aide was to be employed. This specific information could not be extracted from the PI 2300 data. Consequently, the PI 2190 data were used here.

Table 4 gives the numbers and percentages of the total of 1,355 aides requested for five types of units. Comments are provided regarding the program areas with higher than usual shares of each unit type. The five unit types reflect an order of decreasing intensity or restrictiveness, as is apparent from their definitions and from the program areas with the greatest share of their totals.

SCC = Self-Contained Complete
SCM = Self-Contained Modified
SCI = Self-Contained Integrated
RES = Resource
ITIN = Itinerant

It is clear that the majority of aides are employed in Self-Contained Integrated (41.5%) or Resource (22.4%) units. Self-Contained Modified units (15.9%) came next, followed by Self-Contained Complete (13.4%), and, finally, Itinerant units (6.7%).

Note that the Self-Contained Integrated units, which involved the greatest proportion of aides, tended not to be dominated by one or two program areas, but were rather evenly shared. The other unit types tended to be most heavily used by one or two specific program areas.

Table 4. Employment of Aides in Units of Different Types (PI 2190)

Unit Type	Aides N	PCT	Program Areas With Highest Shares
SCC	181	13.4%	46% of the 181 were EC, 39% were MRS.
SCM	215	15.9%	53% of the 215 were MRS, 18% were ED.
SCI	562	41.5%	34% ED, 16% MRB, 16% MRS, 14% LD.
RES	304	22.4%	60% LD, 17% ED.
ITIN	91	6.7%	86% PHO, 9% HI.
OTHER	2	0.1%	
TOTAL	1355*	100.0	

* Thirteen forms did not indicate the type of unit.

3. At What Levels are Aides Employed?

Table 5 gives the numbers and percentages of PI 2190 forms requesting aide position approvals for eight different categories of educational level. The program areas with the highest shares at each level are noted at the right.

The program levels, in order of their percentage shares of the total, are as follows: Elementary Wide-Range (35.3%), Senior High (15.4%), Middle/Junior High (13.8%), Early Childhood (11.8%), Secondary Wide-Range (10.9%), Primary (6.5%), Intermediate (6.2%), and K-12 Wide-Range (0.1%)

Note that there is less of a tendency for levels to be dominated by one or two program areas than was true for unit types.

Table 5. Employment of Aides by Program Level, Based on PI 2190 Requests.

Program Level #	Aides N	Aides PCT	Program Areas With Highest Shares
Early Childhood	161	11.8%	88% of the 161 were EC.
Primary	88	6.5%	25% LD, 20% PHO, 17% MRS, 16% ED.
Intermediate	84	6.2%	27% LD, 25% PHO, 22% ED, 10% MRB.
Elementary Wide-Range	482	35.3%	24% LD, 22% MRS, 18% ED, 10% MRB.
Middle/Junior High	188	13.8%	36% ED, 24% LD, 16% MRS.
Senior High	210	15.4%	36% ED, 24% MRS, 19% LD.
Secondary Wide-Range	149	10.9%	42% MRS, 17% ED, 13% LD
K-12 Wide-Range	2	0.1%	100% PHO.
TOTAL	1,364*	100.0%	

* Four forms did not indicate the unit's level.

\# The eight program levels typically correspond to age and grade ranges as follows:

Program Level	Age	Grade	Program Level	Age	Grade
Early Childhood	0-5	pre-school	Middle/Junior High	11-14	6-9
Primary	6-8	1-3	Senior High	15-20	9-12
Intermediate	9-11	4-6	Secondary (wide-range)	12-20	7-12
Elementary (wide-range)	6-11	1-6	K-12 wide-range	6-20	K-12

4. By What Categories of LEAs are Aides Employed?

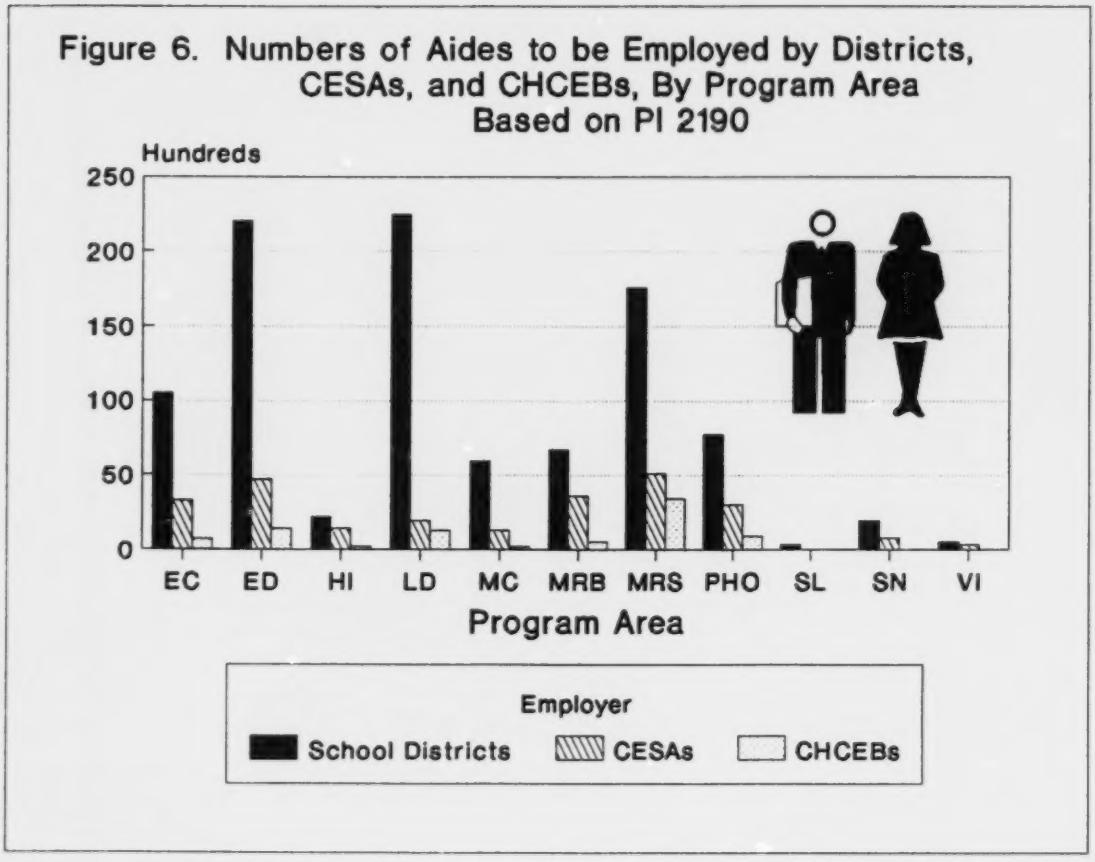
Figure 6 displays the numbers of aides employed by districts, CESAs, and CHCEBs for eleven program areas (DB, OT, and PT were not included), based on PI 2190 data. While they are not the numbers for all Wisconsin districts, they give a picture of the relative proportions of aides in different categories of LEAs.

Across all 1,368 aides represented by PI 2190 forms, 75.1% were employed by school districts, 18.6% by CESAs, and 6.3% by CHCEBs.

Program areas with relatively high proportions of aides employed by districts were: SL (100% of the three aides), LD (88%), MC (80%), and ED (79%).

Program areas with relatively high proportions of their aides employed by CESAs were: VI (38% of 8 aides), HI (37% of 38 aides), MRB (33%), and SN (30%).

Program areas with relatively high proportions of aides employed by CHCEBs were: MRS (13%) and PHO (7%).



5. At What FTEs are Aides Employed?

Most typically, Aides are employed at either 100% or 50% FTE. The lower limit (two cases out of 1,368) was 10% FTE.

Comparisons of mean FTEs were made for the eleven program areas, the five program types and the seven program levels. The differences among program area FTE means were statistically significant. What differences there were among the means of the five program types were due to the fact that certain types are dominated by certain program areas. Differences among program levels' FTE means were not significant.

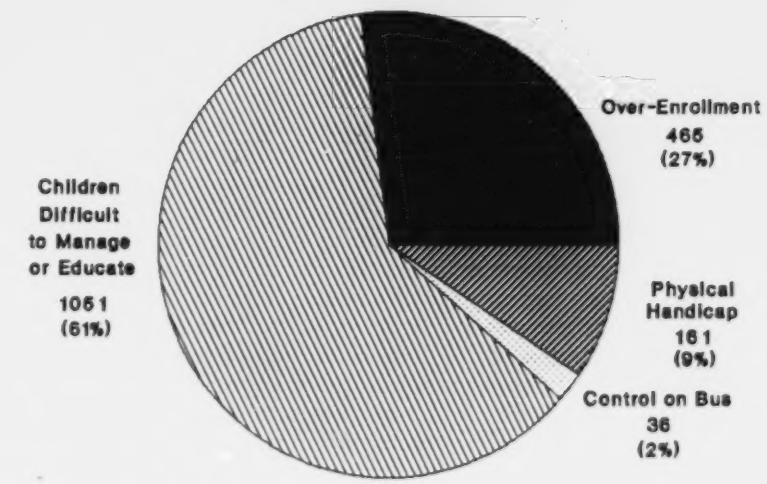
Program areas with high FTE means were: PHO (88%), MRS (87%), MRB (86%), ED (85%), and HI (85%). Those with medium FTE means were: SL (83% -based on only three cases), MC (77%), and LD (75%). Program areas with low FTE means were: EC (70%), SN (69%), and VI (66%).

6. Why Do LEAs Employ Aides?

An LEA could cite one or more of the following rationales or justifications for employing an aide: Over-enrollment of the unit, Assisting children who would otherwise be difficult to manage or educate, Management control on school buses, or helping a physically handicapped child accommodate to a regular classroom.

Figure 7 shows the numbers and percentages of the rationales cited, across all program areas, for requesting an aide. Assisting children who would otherwise be difficult to manage or educate was the rationale most often given (61% of all rationales). Next came Over-enrollment (27%) followed by Assisting a child with a physical handicap (9%) and Management control on school buses (2%). Total does not equal 100% due to rounding.

Figure 7. Rationales for Hiring Aides (PI 2190)



Aide requests in certain program areas cited various rationales more often than requests in other areas, very likely a reflection of the nature of the children being served. The numbers of citations, by program area, for each of the four rationales are shown in Figures 8-A through 8-D.

Figure 9 gives the number of PI 2190 forms by program area. Figures 10-A through 10-J show the numbers of forms for ten of the eleven program areas in which the four different rationales were cited. Rationales for SL are not shown since there were only three requests for aides in SL programs. Note that, since more than one rationale could be cited on the form, the total number of citations for a program area is greater than the number of forms for that area.

Over-enrollment was very often cited in the LD aide requests (70% of the 270 LD requests). It was often cited for MC (38%) and SN (37%). It was seldom cited for VI (0%), HI (8%), and PHO (8%).

Assisting children who were difficult to manage or educate was relatively often cited for HI (100%), MRS (93%), EC (90%), VI (88%), and ED (87%). It was relatively seldom cited for LD (49%) and PHO (53%).

There was very little variation among program areas regarding the percentage of forms citing management control on buses; the range was from 0% to 5%.

Assisting a physically handicapped child was relatively often cited for PHO (60%), VI (25%), and MRB (17%). It was seldom cited for ED (2%).

Figure 8-A. Aides Hired Because of Over-Enrollment

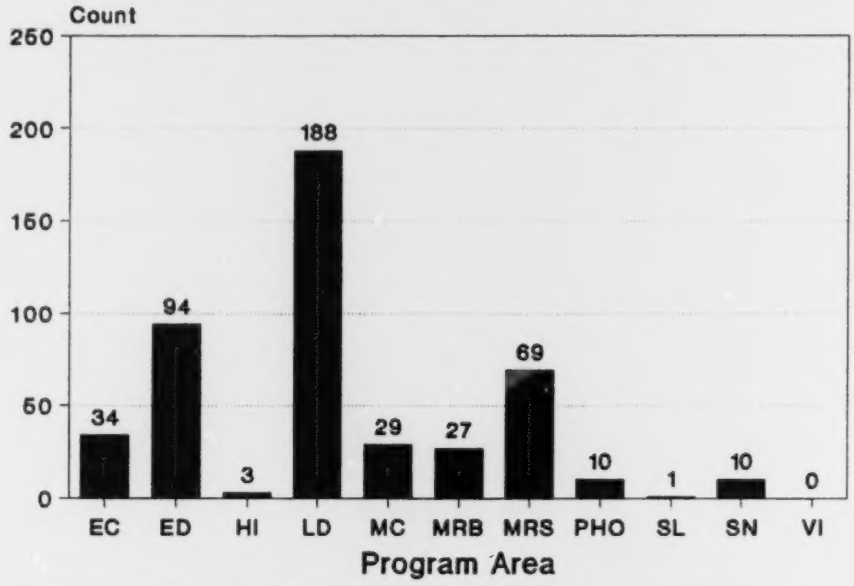


Figure 8-B. Aides Hired To Assist With Children Who Are Difficult to Manage or Educate

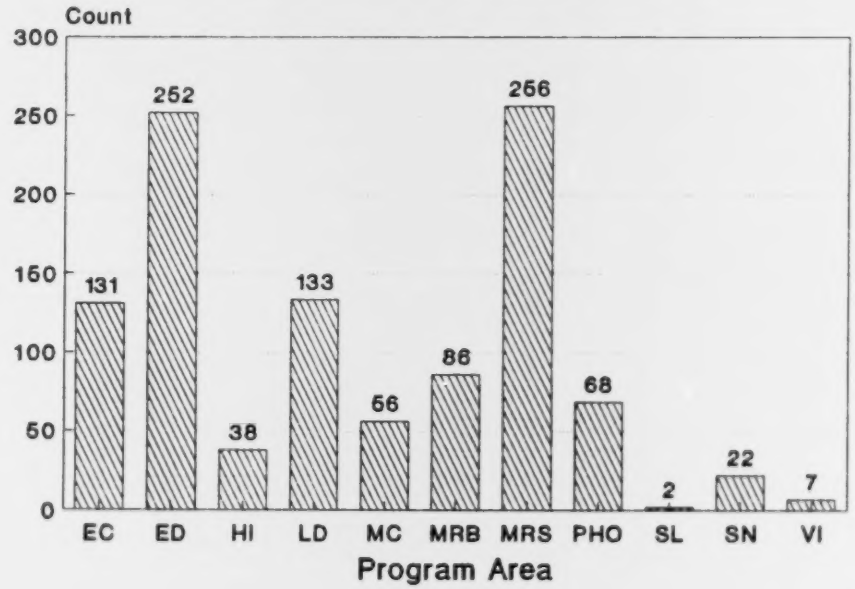


Figure 8-C. Aides Hired To Assist With Physically Handicapped Child

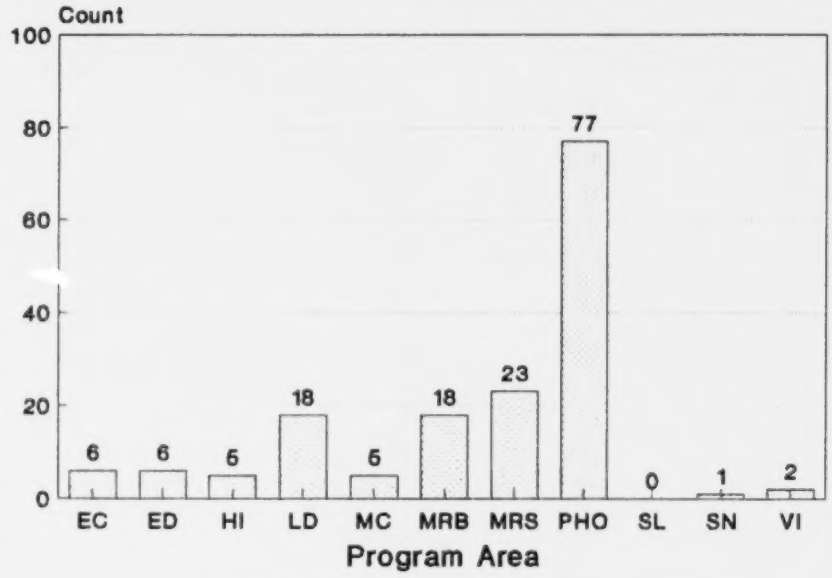


Figure 8-D. Aides Hired For Management Control on Bus

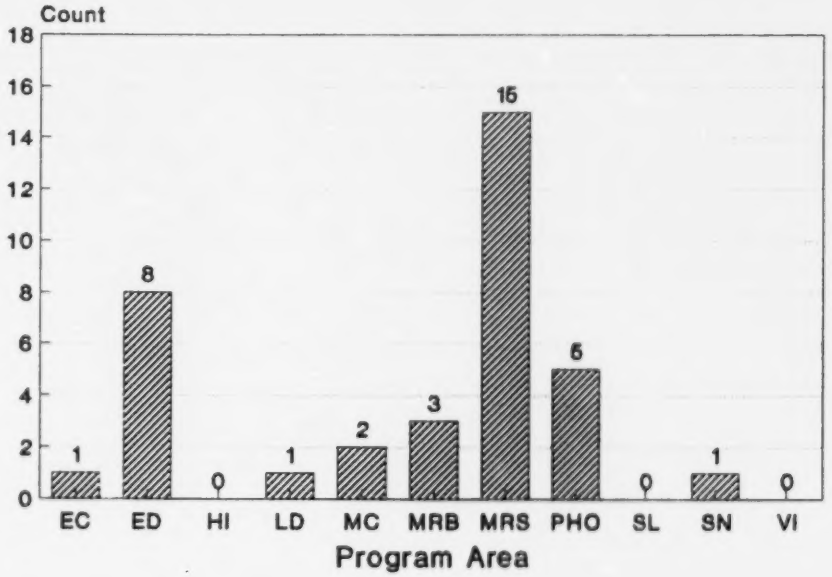


Figure 9. Number of Requests for Program Aides (PI 2190)

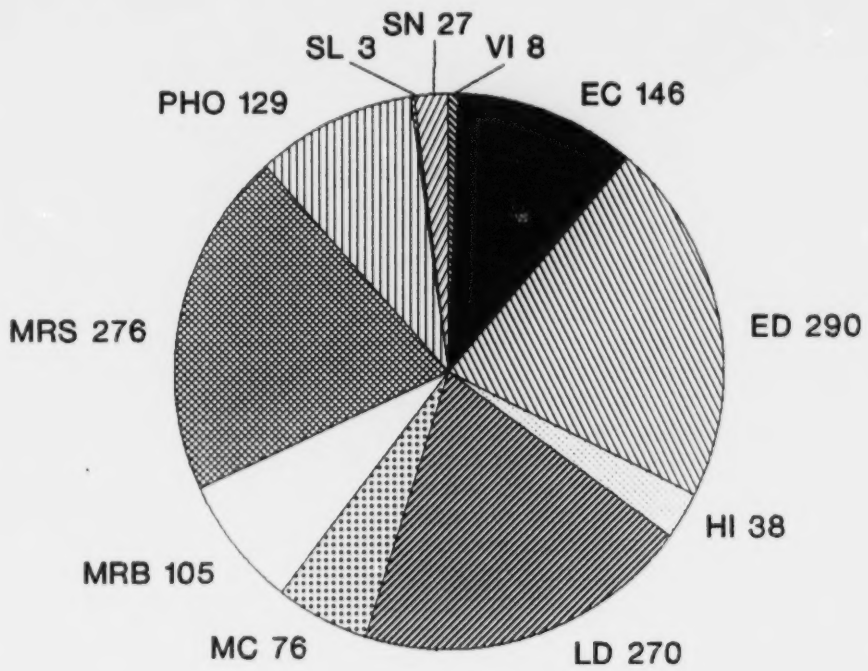


Figure 10-A. Rationales for Hiring Aides Early Childhood (EC)

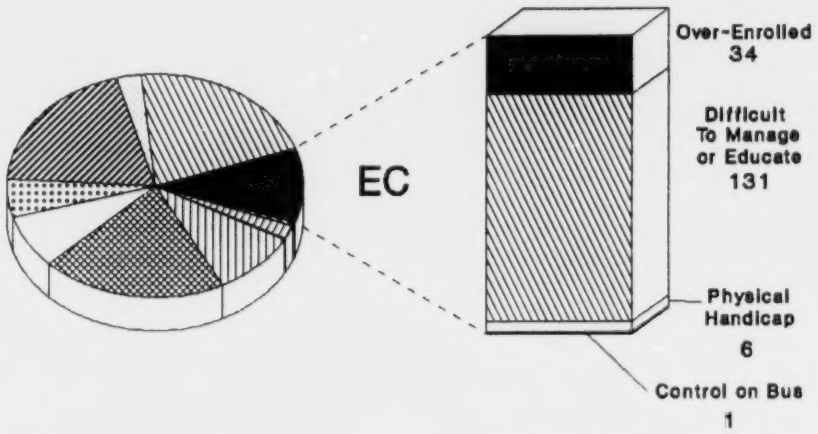


Figure 10-B. Rationales for Hiring Aides Emotionally Disturbed (ED)

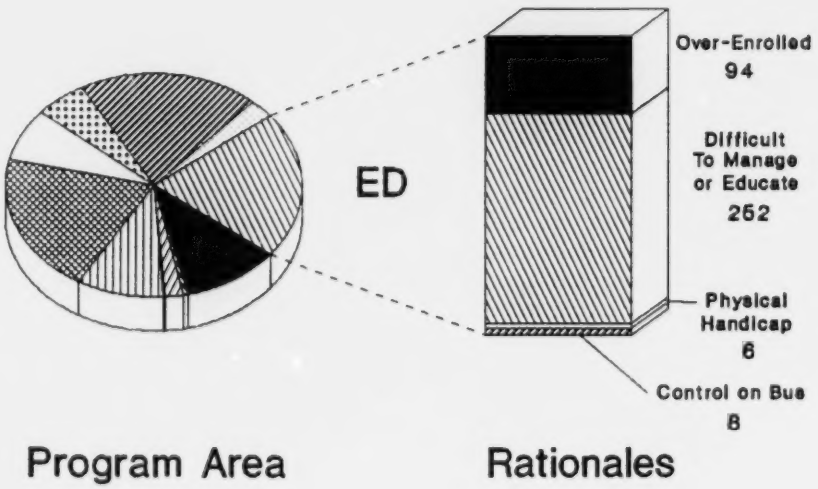


Figure 10-C. Rationales for Hiring Aides Hearing Impaired (HI)

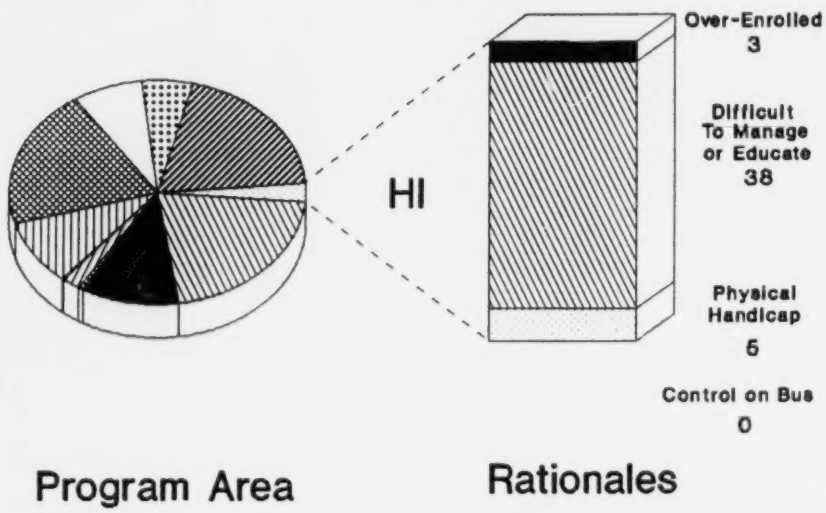


Figure 10-D. Rationales for Hiring Aides Learning Disabilities (LD)

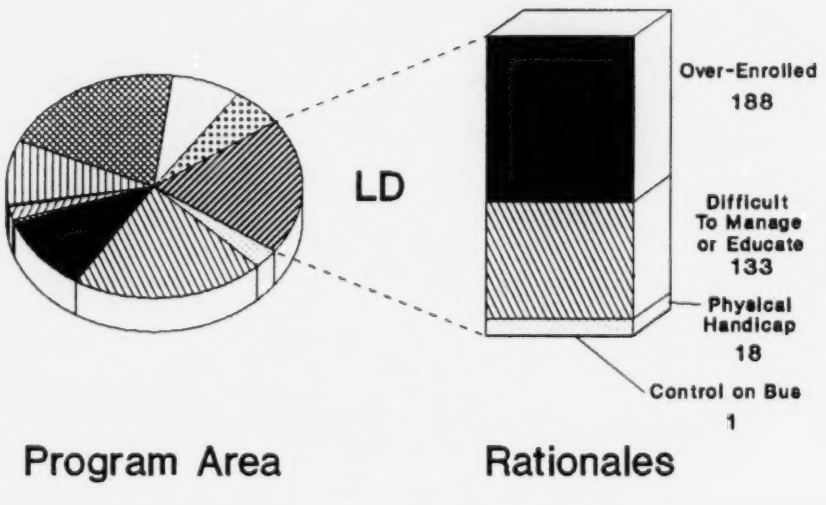
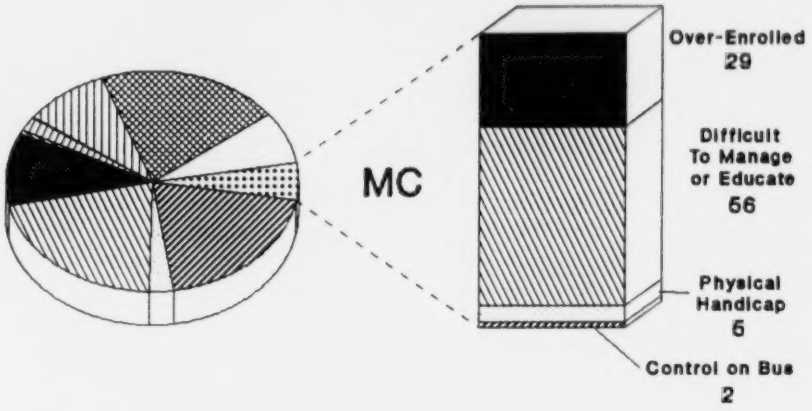
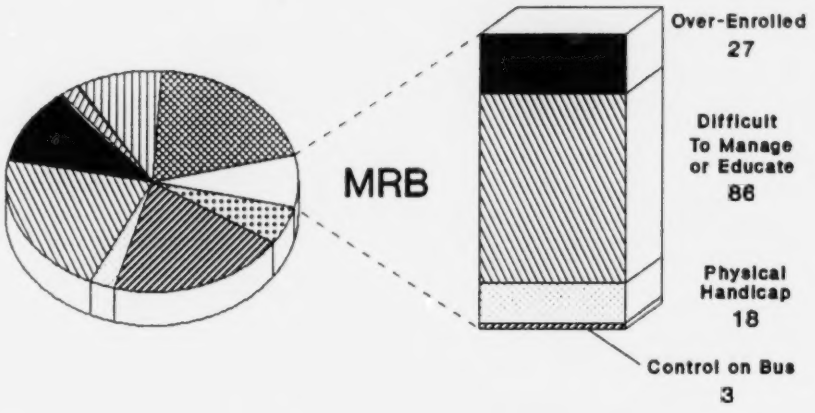


Figure 10-E. Rationales for Hiring Aides Multi-Categorical (MC)



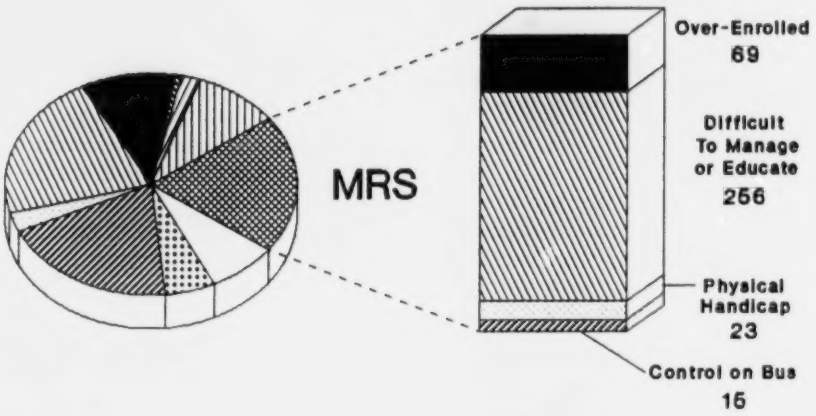
Program Area Rationales

Figure 10-F. Rationales for Hiring Aides Mental Retardation - Mild/Borderline (MRB)



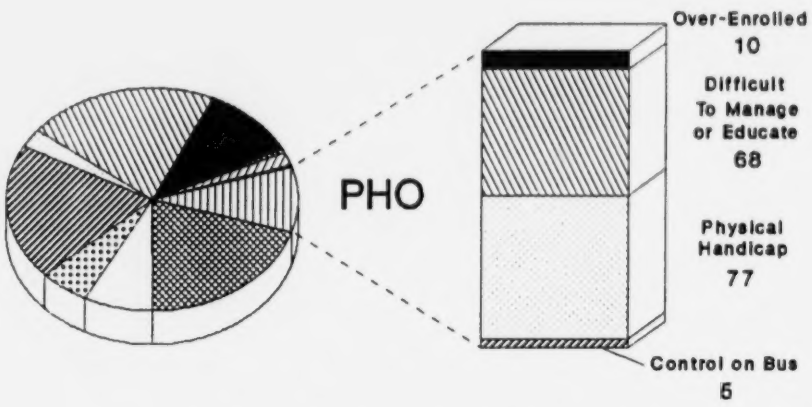
Program Area Rationales

Figure 10-G. Rationales for Hiring Aides
Mental Retardation - Moderate/Severe (MRS)



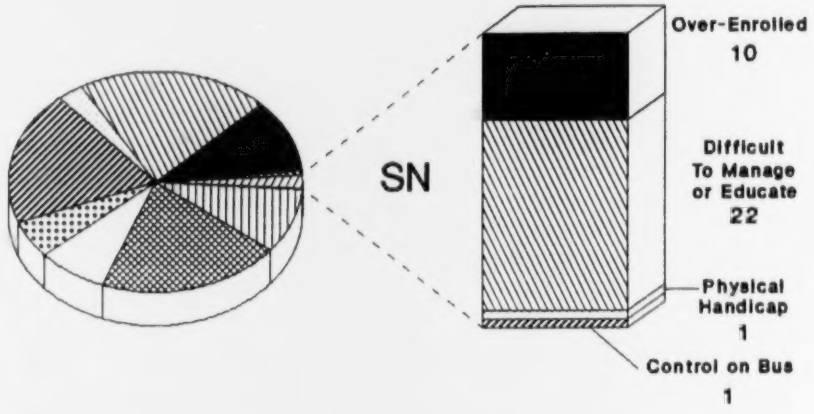
Program Area Rationales

Figure 9-H. Rationales for Hiring Aides
Physically Handicapped/Other Health Impaired (PHO)



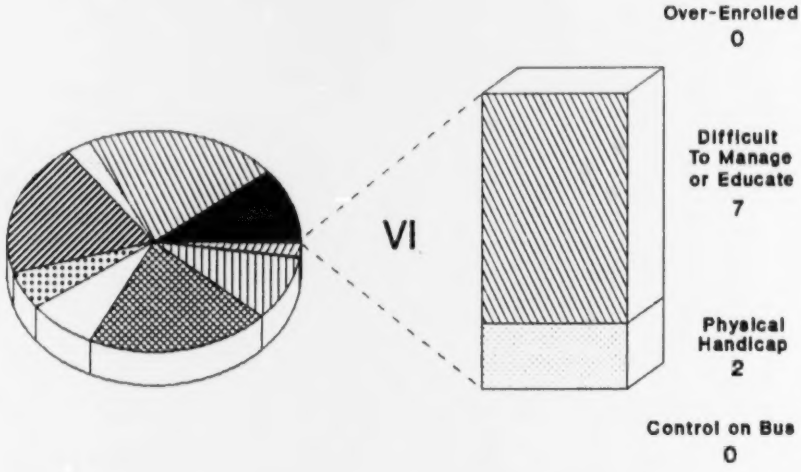
Program Area Rationales

Figure 10-I. Rationales for Hiring Aides Special Needs Delivery System (SN)



Program Area Rationales

Figure 10-J. Rationales for Hiring Aides Visually Impaired (VI)



Program Area Rationales

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7. What Are The Specific Roles and Functions of Aides?

PI 2190 listed thirteen specific roles and functions for the aide positions plus a fourteenth called "other". LEAs were to check all roles and functions relevant to the aide position for which approval was being sought.

Table 6 gives the numbers of aide requests on which each of the fourteen specific roles and functions, including "other", were checked for each of eleven program areas and the total across all areas. The roles and functions are listed in Table 6 in descending order of the total number of forms on which they were checked, with the exception of "Other" which appears last. Figure 11 gives the results across all program areas.

The four most frequently-checked roles and functions reflect their general application to most classrooms and most children. The percentages of all 1,368 forms on which these four were checked were: Reinforce previous learning (72%), Help students on assignments (72%), Classroom management (65%), and Work with an individual (63%).

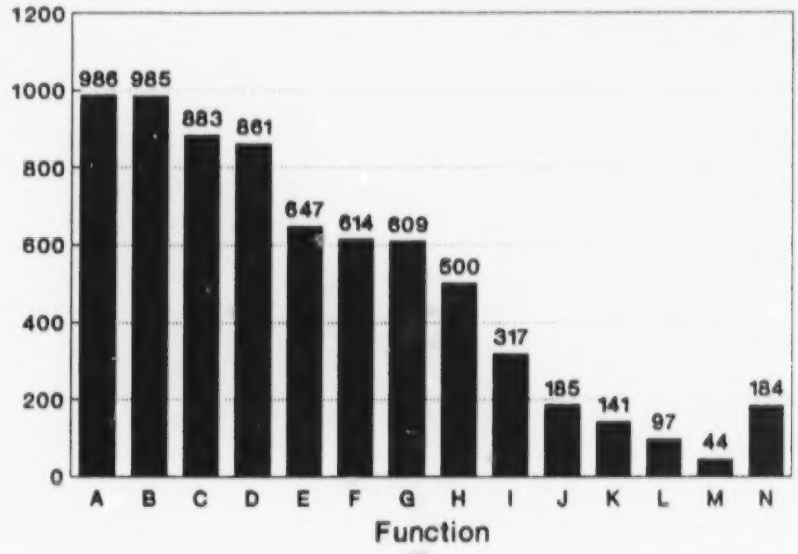
In the middle ground are four other roles and functions which continue to reflect general classroom activities. They are: Monitor students in recess, etc., (45% of all 1,368 forms), Record daily progress (45%), Classroom maintenance (45%), and Conduct EEN students to regular classrooms (37%).

The remaining five roles and functions are more specialized and tend to apply to certain program areas or represent services for children with more serious handicapping conditions. They are: Data collection (23% of all 1,368 forms), Aid physically handicapped child (14%), Assist therapist (10%), Provide health care (7%), and Interpret for deaf children (3%). Other roles and functions were reported on 13% of the forms.

Table 6. Numbers of Aide Position Requests Citing Specific Roles and Functions

Role and Function	PROGRAM AREA EC	ED	HI	LD	MC	MRB	MRS	PHO	SL	SN	VI	TOTAL
Reinforce Previous Learning	113	231	5	246	66	67	187	40	3	25	3	986
Help Students on Assignments	105	250	11	243	63	70	160	52	3	24	4	985
Classroom Management	123	253	2	169	54	61	167	30	3	18	3	833
Work With Individual	77	181	8	154	54	81	213	66	0	19	8	861
Monitor Students (Recess, etc.)	52	170	2	78	39	59	186	52	1	8	0	647
Record Daily Progress	51	175	4	145	34	41	120	25	2	15	2	614
Classroom Maintenance	101	143	5	131	26	43	128	21	2	9	0	609
Take EEN Students to Regular Classes	39	153	9	77	43	58	80	39	0	2	0	500
Data Collection	20	98	0	71	10	15	85	11	2	3	2	317
Aid Physically Handicapped Child	6	7	1	13	5	22	38	91	0	1	1	185
Assist Therapist	19	3	0	4	1	14	53	43	1	1	2	141
Provide Health Care	12	1	0	3	1	8	36	36	0	0	0	97
Interpret for Deaf	0	0	35	2	0	1	6	0	0	0	0	44
Other	28	28	1	37	7	10	56	15	0	0	2	184

Figure 11. Number of Aide Position Requests Citing Specific Roles and Functions



A = Reinforce previous learning
B = Help students on assignments
C = Classroom management
D = Work with individual
E = Monitor students (recess, etc.)
F = Record daily progress
G = Classroom maintenance
H = Take EEN students to regular class
I = Data collection
J = Aid physically handicapped child
K = Assist therapist
L = Provide health care
M = Interpret for deaf
N = Other

8. What Roles and Functions Occur in Combination?

In order to see what roles and functions tend to occur together in the work of aides, a factor analysis was carried out on the fourteen role and function items. If an item had been checked it was given the value of one and if not checked a value of zero. A principal component analysis yielded four factors. They were given names based on the roles and functions that comprised them, as listed below:

I. Classroom Activities

A. Reinforce previous learning
B. Aid students on assignments
C. Classroom Management
E. Monitor students at recess, etc.
G. Classroom maintenance
H. Take EEN students to regular classes

Two more items appeared in Factor I, but also appeared in, and are presented under Factor IV, which was named Records and Data.

II. Health Care

J. Aid physically handicapped child
K. Assist therapist
L. Provide health care

III. Individualized Activities

D. Work with individual child
N. Other

We will see later (in Table 8) that many of the activities reported by LEAs that had checked "Other" involve basic care and would typically be done on a one-to-one basis.

IV. Records and Data

F. Record daily progress
I. Data collection

As noted above, these two roles/functions were also associated with Factor I, Classroom Activities.

One role/function, M. Interpret for Deaf Students, was so un-related to the others that it did not appear in any factor. As shown in Tables 6 and 7, the requests for aides in HI programs seldom involved any activities other than interpreting.

9. What Differences Exist Regarding the General Categories of Aides Roles and Functions Among Different Program Areas, Types, and Levels?

The data in Table 6 are too numerous to provide a satisfactory basis for comparing the eleven program areas with regard to aides' roles and functions. For this reason, comparisons were made among program areas, using mean scores on the four factors identified above.

Raw values were used as the basis for mean values, rather than weighted factor scores. For example, a PI 2190 form's value on Classroom activities was the number of Classroom roles/functions that were checked on the form. Classroom raw scores could range from zero to six.

It was also useful to determine which of the three characteristics of programs (i.e., area, type, or level) was most related to variation in scores on the four factor scores. Four analyses were carried out (general linear model analyses of variance, no specific contrasts), one for each of the four factor scores. In each analysis the main effects of program area, type, and level were studied simultaneously.

In all four analyses the differences among program area means were statistically significant. This was particularly true for health activities. Whatever differences there were among the means of program types are due to the confounding of program area and program type (see the comment preceding Table 4). Differences among program levels were modest to negligible.

Table 7 indicates which program areas had high mean scores on each of the four general categories of aide activities and which had low mean scores. Those program areas with means close to the general mean are left blank.

The following observations are offered:

1. HI aide position requests had the lowest mean scores in all categories except Individualized Activities, where SL scored the lowest. Although it isn't shown in Table 7, HI scored highest, by far, on interpreting for deaf children, which is no surprise.

2. The only other program area that dominated in one category was PHO, which dominated Health Care.

3. Program areas MRB and MRS had the same pattern: high on Individualized Activities and medium on all the others.

4. LD and SN had the same pattern: low on Health Care and medium on all the others.

5. Any program area that scored high or low on Records and Data also had an extreme score in the same direction on Classroom activities, although the reverse was not always true. As mentioned under question number 8, above, the Records and Data factor was associated with the Classroom factor.

Table 7. Program Area Scoring in Four General Categories of Aide Activities.

Program Area	General Category of Aide Activities			
	Classroom	Health	Individuals	Records
EC	High			
ED	High	Low		High
HI	Low	Low	Low	Low
LD		Low		
MC	High	Low		
MRB			High	
MRS			High	
PHO	Low	High		Low
SL	High		Low	High
SN		Low		
VI	Low		High	

10. What "Other" Roles and Functions Are Carried Out by Aides?

The comments and explanations given under "other" roles and functions were tallied and then grouped into general categories. Since some LEAs mentioned more than one additional role or function, the total of the tallies (214) was greater than the number of forms on which "other" was checked (184).

The "other" roles and functions are shown in Table 8.

Table 8. "Other" Roles and Functions Reported for EEN Aides

A. Basic Care

Diapering, toileting, potty training	23
Help Develop self-care skills	17
Personal Hygiene needs	10
Assist in feeding, eating	6
Lifting, turning, positioning	4
Help dress, change in locker room	2
Help non-verbal child with basic needs	1
Clean items in contact with bodily fluids	1
Change oxygen tubing 10-15 times daily	1
Menstrual care	1
TOTAL	76

B. Regular Education

Assist child(ren) in regular education	39
Assist in regular education initiative (REI)	7
Team with regular education teacher	3
Assist on field trips	1
Read materials aloud to children	1
Accompany children to adaptive PE, music, etc.	1
TOTAL	52

C. Vocational, Work Training

Aid children at work site	12
Supportive employment	5
Job coaching	5
Vocational training	5
TOTAL	27

D. Out of School

Community-based activities	19
Mobility and orientation training	7
TOTAL	26

E. Transportation

Supervision/management on bus	8
Special transportation	3
Ride bus with children	2
Drive child to/from school/work	2
Assist during arrival, departure	1
TOTAL	16

F. Miscellaneous

Provide continuity with substitute teacher	6
Preparation for home visits	3
Help implement behavior management program	3
Brailling classroom materials	2
Isolate child until he regains control	1
Stimulate/massage child (OT supervises)	1
Computer work	1
TOTAL	17

E. DPI PROCESSING OF AIDE POSITION REQUESTS

1. Procedures

Between mid-May and mid-October, 1990, approximately 1,800 request forms from LEAs were received by the Bureau for Exceptional Children, reviewed by the appropriate program area supervisor, and either approved or disapproved. Some requests were processed after mid-October but were received too late to be used in the present study.

During those five months 1,368 requests were approved and over 420 were disapproved. An unknown number of requests that were originally disapproved were modified as requested by the reviewer, re-submitted, and eventually approved. They are included among the 1,368 that were approved. However, not all disapproved requests that were re-submitted were approved by mid-October.

2. Reasons for Disapproval

Reviewers based their decisions for approval or disapproval upon the requirements that had been communicated to the LEAs (see Appendixes D and E) and upon their personal knowledge of the particular special education program at the LEA. When a decision had been made, the LEA was informed in writing. In some cases telephone contact was made in order to clarify what was needed for the request to be approved. Finally, there were some instances in which there was no justification for the request and LEAs were so informed.

There were a number of reasons given by the program supervisor/reviewer for disapproval of aide position requests. These are presented, in order of frequency, in Table 9.

Four of these reasons reflected problems that the LEA could fairly easily deal with when re-submitting the request. These were numbers 1, 3, 6, and 8. Seven others required the LEA to describe their rationale for the position more appropriately or fully or to revise the assignments of the aid to be employed. These were numbers 2, 5, 7, 10, 11, 14, and 15. Finally there were five reasons or problems which could not be solved in such a way that revision and re-submission of the request would result in an approval. These were numbers 4, 9, 12, 13, and 16.

Table 9 does not include the reasons for disapproval of a large number of requests from a large LEA that had considerable difficulties with its requests.

Table 9. Reasons for Disapproval of Aide Position Requests

	Reasons for Disapproval	N
1.	The LEA used an obsolete form or none at all. (PI 2190 was sent to them.)	164
2.	Statement supporting rationale 11.29(3)(a) (i.e.child difficult to to manage or educate) was incomplete, vague, or non-specific.	76
3.	None of the four justifications/rationales was checked (i.e., claimed).	34
4.	The over-enrollment rationale was checked, but the unit enrollment was not over the maximum or was just barely over it.	20
5.	Statement supporting 11.29(3)(a) provided no evidence of needs out of the ordinary.	19
6.	Two or more statements supporting 11.29(3)(a) (i.e., child difficult to manage or educate) were identical, word-for-word.	18
7.	The aide was expected to work with children in the regular classroom.	17
8.	Certain information was missing (FTE, Type, Level, Enrollment, Roles & Functions of aide, etc.).	14
9.	Enrollment is much too high. Need an additional teacher.	14
10.	Statement supporting 11.29(3)(a) was missing.	7
11.	Job coaching not defined - also who will provide supervision?	3
12.	Unit has been over-enrolled for several years. Suggest LEA hires a teacher.	2
13.	Suggest adding a teacher, besides or instead of an aide.	1
14.	Aides can't be assigned to a special skills (T-6) teacher.	1
15.	Aides can't provide individual instruction.	1
16.	One full-time aide already assigned to the unit.	1

F. CONCLUSIONS AND RECOMMENDATIONS

Since the 1983-84 school year, the first year of implementing a department computerized data management system, special education program aide positions have increased dramatically, over ten percent a year. In partial response to this increase, the department has issued two information bulletins clarifying the use and supervision of these positions and has developed more standardized procedures for review and approval. The data management and reporting procedures have also provided the capability to more thoroughly analyze the use of these positions and to identify program trends and policy implications.

It is apparent from this report that the majority of aide positions are being requested for assistance with individual, more severely handicapped children, especially physically, multiply, and emotionally handicapped children. This fact alone, is reflective of a major challenge facing the delivery of special education programs in Wisconsin: an increasing population of severely and multiply handicapped children served by the public schools in their attempts to provide appropriate education to the maximum extent possible in the school district, rather than in residential environments.

Another trend in the use of aides, related to the severity of the population served, is the implementation of community-based, realistic, life-experience curriculum approaches for these children. The emphasis of these approaches is upon the learning and application of basic life, functional skills in community environments. Opportunities are provided for support to children who are learning self-care, domestic, mobility and vocational skills. These very successful instructional efforts have also required review and clarification of teacher and aide responsibilities in environments other than the classroom. Within certain limitations, these aide positions have been approvable and would appear to be a very appropriate use of the positions in the future.

Accompanying the increasing severity of needs being served by the public schools is an observable specialization in assignments of aide positions. There are aides working with very difficult to manage children, including those assigned to provide health care, physical and occupational therapy assistance, interpreters for hearing impaired, mobility training for blind children, and community support assistance, to name just a few of the areas of specialization. The implications for more specialized training requirements of individuals employed to assist in the provision of special education and related services are also very apparent when reviewing the diversity of job assignments. Consideration may need to be given to the development of varying training and/or certification requirements for such positions in the future.

This report indicates that approximately one quarter of the aide positions are being used in situations where the enrollment of handicapped children exceeds the department maximum. As required in administrative code and described in policy bulletins, these maximum enrollment levels are periodically reviewed by the department and flexibly interpreted concerning local situations. Aide positions are not approved in situations where a teacher needs to be employed. With some minor exceptions, communications with the department have supported these enrollment levels as being appropriate and this report would not appear to indicate the need for major alterations. The effect, however, of raising or lowering these enrollment levels on requests for aide positions would be readily apparent and could be specifically evaluated.

A major unresolved issue in the use of special education program aides relates to their use in facilitating the provision of handicapped children with an education in a regular classroom environment. There is considerable debate among parents and educators over the extent to which handicapped children should be educated within the regular education environment. This debate is largely driven by state and federal provisions which require that handicapped children be educated in the least restrictive appropriate environment. The trend toward greater service of these children in regular education is clearly evident and there are numerous strategies for serving these children with non-handicapped peers, one of which depends upon extensive use of aides.

The department has advised school districts that the administrative code does not, in most instances, provide authority to use special education teacher aides to promote the delivery of services within the regular classroom, and such requests have been consistently disapproved. Exceptions exist where districts have asked for and received approval for an innovative program operated under Appendix H of the Wisconsin Administrative Code. School districts have been advised, in conjunction with such disapprovals, that regular education teacher aides, rather than special education program aides may be employed to assist regular education classroom teachers to serve handicapped children who are placed in their classrooms.

The department also recognizes that there is a growing concern expressed over the continuing disapproval of special education program aides to assist handicapped children to accommodate to the educational program provided within the regular education classroom environment. This concern is expressed through communications with the department to modify the interpretation of existing regulations and, eventually, to change the administrative code. It is anticipated that many school districts will, as an alternative, employ regular education teacher aides without seeking state handicapped categorical funding for reimbursement.

The department will continue to review the process of approval and monitoring of special education program aides, including the development and maintenance of consistent and realistic policies and timelines. These aide positions are an important and effective part of the special education delivery system in Wisconsin. This report is intended to provide information about the present use of aides, which hopefully, can assist in addressing policy issues for the future.

APPENDIX A

90129HDC0019

MAY 4 - 1990

SENATE CHAIR
BRIAN B. BURKE
State Senator

Room 331 South
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P.O. Box 7882
Madison, WI 53707-7882
(608) 266-8535

STATE OF WISCONSIN

ASSEMBLY CHAIR
PETER W. BARCA
State Representative

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JOINT COMMITTEE ON AUDIT

April 30, 1990

Dr. Herbert Grover, Superintendent
Department of Public Instruction
125 S. Webster
Madison, WI 53702

Dear Superintendent Grover,

On April 25, 1990, the Joint Committee on Audit held a public hearing and executive session on the Legislative Audit Bureau's Report 90-4: An Evaluation of Handicapped Education Programs: Department of Public Instruction.

The Committee adopted a motion requesting your Department to submit to the Audit Committee, by January 1, 1991, a report on use of handicapped education teacher aides since new criteria for reviewing requests for additional teacher aides have been adopted. The motion requests that the report also includes information which the Department has provided to local school districts in order to encourage them to access Medical Assistance funds to cover the costs of related services such as physical and occupational therapy for handicapped students who qualify for Medical Assistance.

Additionally, we are requesting the report include information on the extent which local school districts have accessed Medical Assistance funds to cover the costs of related services, and detailing the use of federal handicapped education funds by school districts including an analysis of the types of equipment, supplies, in-service training and other discretionary expenditures for which the funds have been used.

SENATE MEMBERS
Senator Gary George • Senator Barbara Ulichny • Senator Alan Lasee • Senator Donald Stitt
ASSEMBLY MEMBERS
Representative Marlin Schneider • Representative Walter Kunicki • Representative Dale Schultz • Representative Jacquelyn Lahn

APPENDIX B

Street Address:
125 South Webster Street
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Phone: (608) 266-3390

Mailing Address:
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Herbert J. Grover
Superintendent of Public Instruction

May 18, 1990

Peter W. Barca
Senate Co-chair
Joint Committee on Audit
Room 18 North, State Capitol
Madison, WI 53708-8952

Brian B. Burke
Assembly Co-chair
Joint Committee on Audit
Room 331 South, State Capitol
Madison, WI 53707-7882

Dear Peter and Brian:

I have reviewed the four recommendations relating to Audit Report 90-4 made by the Joint Committee on Audit at their April 25th meeting. The department will take appropriate actions to implement each of the recommendations.

We are continuing to develop resource materials that can be utilized by school districts to access Medicaid and other insurance. This material should be finalized by the beginning of the 1990-91 school year. We will also work with the Department of Health and Social Services to determine the extent to which school districts are using third-party resources to pay for educationally related services such as physical and occupational therapy.

We are also evaluating the extent to which school districts are using special education teacher aides. We will provide whatever trends can be ascertained by January 1, 1991. We would expect that a six-month time frame may not yield significant data. Similarly, we will by the specified time have conducted an analysis of the types of equipment, supplies, inservice training, and other discretionary expenditures for which federal special education flow through funds have been used.

Thank you for your interest and support.

Sincerely,

Herbert J. Grover
State Superintendent

HJG:kch
cc: Dale Cattanach, State Auditor
Legislative Audit Bureau

Victor J. Contrucci, Assistant Superintendent
Division for Handicapped Children and Pupil Services

Paul T. Halverson, Director
Bureau for Exceptional Children

APPENDIX C

(e) Middle school/junior high. This program level shall include a chronological age range of 11-0 through 14-11 and correspond to the regular education grade range of sixth through ninth. The middle school/junior high program level may include a variation to this chronological and grade range according to the local district's organization of educational programs.

(f) Senior high. This program level shall include a chronological age range of 15-0 through 20-11 and shall correspond to the regular grade range of ninth through twelfth. The senior high school program level may include a variation to the chronological and grade range according to the local district's organization of senior high school.

(g) Secondary wide range.* This program level shall include a chronological age range of 12-0 through 20-11 and correspond to the regular education grade range of seventh through twelfth. A secondary wide range program level shall incorporate the middle school/junior high and senior high program levels described above.

* The development of the above program levels shall require prior consultation with the division, pursuant to ss. 115.77 (4) (b) and (c) and 115.83 (1) (a), Stats.

Program levels—chronological age and grade**

Program levels	Chronological range	Usual grade range
L-1 Early childhood	0 - 5	— —
L-2 Primary	6 - 8	1 - 3
L-3 Intermediate	9 - 11	4 - 6
L-4 Elementary (wide range)	6 - 11	1 - 6
L-5 Middle/junior high	11 - 14	6 - 9
L-6 Senior high	15 - 20	9 - 12
L-7 Secondary (wide range)	12 - 20	7 - 12

**These program levels shall not preclude the flexibility of placement of a youngster outside these levels due to reasons concerning the severity of the child's EEN.

History: Cr. Register, December, 1975, No. 240, eff. 1-1-76; renum. from PI 11.27 and am. Register, May, 1990, No. 413, eff. 6-1-90.

PI 11.28 Non-complying districts. History: Cr. Register, May, 1977, No. 257, eff. 6-1-77; am. (2) (b), Register, February, 1983, No. 326, eff. 3-1-83; r. Register, May, 1990, No. 413, eff. 6-1-90.

PI 11.33 Special education program aides. (1) POLICY. To ensure that all instructional units have adequate support services the LEA may utilize a special education program aide when appropriate. It is not the department's intent that all units are provided with a special education program aide.

(2) ELIGIBILITY. Eligibility for a special education program aide shall be based on the following.

(a) Evidence of an enrollment increase beyond the recommended maximum in the particular program type/level of program unit. (PI 11.26 (1) (c)).

1. Use of a special education program aide shall not be approved where the enrollment has increased to a point where a second teacher should be employed.

(3) EXCEPTIONS. Exceptions shall be approved based on the following:

(a) Evidence that use of a special education program aide is necessary to assist with certain children who might otherwise be difficult to manage or difficult to educate.

(b) Evidence that use of a special education program aide is necessary on school buses to assist in management control where there are reported problems and the safety of the children is a factor.

(c) Evidence that a special education program aide is necessary to assist a physically handicapped child to accommodate to a regular classroom situation.

(d) Exceptions covered under pars. (a), (b) and (c) shall require prior approval from the division.

(4) REIMBURSEMENT. The department shall reimburse the employing LEA for the salary and fringe benefits of certified special education program aides at 70% (PI 11.36 (2) (a) 1.) when the following criteria are met:

(a) For the first year, a written plan shall be submitted by the LEA to the program area supervisor. The program plan shall include the following elements:

1. Program rationale.

2. Clearly articulated need.

3. Aide role and function.

4. Work schedule.

5. Any other information requested by the division.

(b) Need for this position shall be reviewed yearly.

(c) Reimbursement for this position shall be contingent upon prior approval of the program area supervisor.

(5) SPECIAL EDUCATION PROGRAM AIDE REQUIREMENTS. The individual shall hold a 3 year license as a special education program aide. An individual holding a license to teach in regular or special education shall not be required to obtain a license as a special education program aide.

(6) SUPERVISION. In the classroom, special education program aides shall be under the direct supervision of a certified special education teacher. In cases where special education program aides are not functioning in the classroom, they shall be under the supervision of a director or supervisor or both.

(a) Use of this position shall not reduce, remove or transfer the teacher's authority or responsibility.

History: Cr. Register, May, 1977, No. 257, eff. 6-1-77; am. (5), Register, November, 1978, No. 275, eff. 12-1-78; renum. from PI 11.29 and am. Register, May, 1990, No. 413, eff. 6-1-90.

PI 11.34 Relationships with private sector. (1) INTENT. This section shall define the relationships between the private sector, local districts and the department consistent with subch. V, ch. 115, Stats., legal opinions and the rules.

Exceptional Education
INFORMATION UPDATE
Wisconsin Department of Public Instruction / Herbert J. Grover, State Superintendent
125 South Webster Street / P.O. Box 7841 / Madison, Wisconsin 53707
Division for Handicapped Children & Pupil Services / Victor J. Contrucci, Administrator

BULLETIN NO. 89.10

November 1989

TO: District Administrators, CESA Administrators, CHCEB Administrators, Directors, Designees of Special Education, and Other Interested Parties

FROM: Victor J. Contrucci VJC

SUBJECT: SPECIAL EDUCATION PROGRAM AIDES

The Division for Handicapped Children and Pupil Services has received many requests for information regarding the use of special education program aides. As a result of these requests the DHCPS is providing the following information to you in the form of answers to commonly asked questions. Persons desiring additional information should contact Paul T. Halverson, Director, Bureau for Exceptional Children, P.O.Box 7841, Madison, Wisconsin, 53707.

Statutory Authorization

Section 115.83(1)(b) of the Wisconsin Statutes states that a school board, board of control of a cooperative educational agency or, upon authorization of the county board, a county handicapped children's education board may:

> (b) Employ, for a special education program, . . . , paraprofessionals,.

Administrative Rules Regarding the Use of Special Education Program Aides

PI 11.29 of the Wisconsin Administrative Code covers the following areas:

> (1) POLICY. To ensure that all instructional units have adequate support services the LEA may utilize a special education program aide when appropriate. It is not the department's intent that all units are provided with a special education aide.

The Department of Public Instruction does not discriminate on the basis of race, sex, age, religion, handicap, or national origin.

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(2) ELIGIBILITY. Eligibility for a special education program aide shall be based on the following:

(a) Evidence of an enrollment increase beyond the recommended maximum in the particular program type/level of program unit.

(3) EXCEPTIONS. Exceptions shall be approved based on the following:

(a) Evidence that use of a special education program aide is necessary to assist with certain children who might otherwise be difficult to manage or difficult to educate.

(b) Evidence that use of a special program aide is necessary on school buses to assist in management control where there are reported problems and the safety of the children is a factor.

(c) Evidence that a special education program aide is necessary to assist a physically handicapped child to accommodate to a regular classroom situation.

(d) Exceptions covered under PI 11.29(3)(a)(b)and (c) shall require prior approval from the division.

(4) REIMBURSEMENT. The department shall reimburse the employing LEA for the salary and fringe benefits of certified special education program aides . . . when the following criteria are met:

(a) For the first year, a written plan shall be submitted by the LEA to the program area supervisor. The program plan shall include the following elements:

1. Program rationale.
2. Clearly articulated need.
3. Aide role and function.
4. Work schedule.
5. Any other information requested by the division.

(b) Need for this position shall be reviewed yearly.

(c) Reimbursement of this position shall be contingent upon prior approval of the program supervisor.

(5) SPECIAL EDUCATION PROGRAM AIDE REQUIREMENTS. The individual shall hold a 3 year license as a special education program aide. An individual holding a license to teach in regular or special education shall not be required to obtain a license as a special education program aide.

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(6) SUPERVISION. In the classroom, special education program aides shall be under the direct supervision of a certified special education teacher. In cases where special education program aides are not functioning in the classroom, they shall be under the supervision of a director or supervisor or both.

(a) Use of this position shall not reduce, remove, or transfer the teacher's authority or responsibility.

ANSWERS TO COMMONLY ASKED QUESTIONS

1. Is a special education program aide the same as a paraprofessional?

The Department only issues a special education program aide license (883). Aides who work with regular education students do not need a license. There are several titles which are used locally to refer to special education program aides. Some of these are: paraprofessional, handicapped aide, health aide, health-care aide, therapy aide, and transportation aide. The DHCPS acknowledges that some local educational agencies delineate different roles and responsibilities for these individuals; however, whatever their title, they all have the same license (883) and provide support services to the special education teacher or to a handicapped child or children.

2. What are some of the duties of the special education program aide?

The special education program aide works under the direction of the special education teacher to carry out activities which may include following examples:

1. Activities related to the instructional program such as reviewing study assignments with the students or other such activities to reinforce the instructional program.

2. Assisting the special education teacher in the preparation, distribution, collection of materials.

3. Assisting individual students in following the directions of the teacher.

4. Assisting in the feeding, toileting, dressing, and movement of students who are not able to carry out these tasks alone or who are developing self-help skills.

5. Assisting in maintaining behavior control of children who may need to be closely monitored.

3. Can the special education program aide assume the duties of the teacher when the teacher is not present?

No, the aide cannot assume the duties of the teacher. Utilization of the aide is in no way meant to obviate or diminish the responsibilities that are within the purview of the teacher. Materials presented to the pupils for learning opportunities must be developed by the teacher, the mode of presentation must be selected and directed by the teacher, and the method of assessment and the evaluation of attainment of the goals and objectives must be directed by the teacher. The teacher is responsible for the determination of the successful completion of the unit of learning. The selection of the curriculum goals and objectives, strategies and methodology, and the gradation of the student remains the responsibility of the teacher.

4. Would the special education program aide with a teaching license be able to assume more of the teacher's responsibilities than an aide with an 883 license?

The person has been contracted to be employed as an aide, the position has been approved by the DHCPS as an aide, and, therefore the aide must abide by the job description for the aide position.

5. Where are the duties of the special education program aide spelled out?

The duties of the aide should be spelled out in the written job description for the position. These duties should clearly reflect that the aide position is supportive to the instructional program responsibilities of the teacher. The job description should also indicate the individual or individuals who will provide the supervision of these duties by the aide. The school administration should ensure that the school liability policy covers the activities of the aide.

6. What is meant by direct supervision and general supervision of the special education program aide?

Although not specifically defined in the statutes or administrative rules relevant to aides, the term direct supervision is interpreted to mean immediate availability to continually coordinate, direct and inspect first hand the practice of the aide. Generally, this direct supervision will be available at the location of the activity. Daily supervision or the availability of direct immediate contact between the aide and the special education teacher by telephonic or other means of communication would be the minimum standard for direct supervision. General supervision is interpreted to mean regular coordination, direction, and inspection of the practice of the aide. The system coordination, direction, inspection and the time frame would be the professional responsibility of the special education teacher and the aide dependent upon the skills possessed by the aide.

7. Can the special education program aide, under the code, remain at school implementing the special education teacher's lessons while that classroom teacher is at another site in the community?

The aide can remain at school and monitor the students' activities following the teacher's directions. However, there must be an individual available for the aide to go to if there are problems and, in this type of situation, the direct supervisor of the aide would be the principal of the building, director of special education or, in some cases, another teacher. There must be the opportunity for the classroom teacher and the aide to have at least two daily discussions. The responsibility for the selection of the curriculum, objectives, evaluation criteria, and gradation of the pupil remains the responsibility of the teacher.

8. Is the special education program aide permitted to supervise and instruct a group of EEN students?

No, the aide does not supervise (direct) or instruct (teach) EEN students. The aide can monitor (remind or caution) students.

9. Can the special education program aide monitor EEN students in the community while the special education teacher remains at school or another site?

Yes, the aide can monitor students in the community if the activities are directly supervised by a teacher, director of special education or other administrator. There must be a place for the aide to go for immediate direction if problems should arise and there must be an assurance that adequate daily discussions take place between the teacher and the aide. In the case of a student or a group of students functioning in a situation outside the classroom, the special education teacher remains responsible for the determination of the successful completion of the unit of learning. The selection of the curriculum, objectives, goals, evaluation criteria, and gradation of the pupil also remains the responsibility of the special education teacher.

10. Can the special education program aide work in a classroom where the supervision is provided by another teacher?

Yes, an aide may be assigned to assist EEN students when the students are outside the special education classroom and are members of another class or activity. In this case, the direct supervision of the aide would become the responsibility of the teacher in charge of that classroom or activity. The special education teacher would retain the general supervisory responsibility for the aide.

11. Who is responsible for the supervision of the special education program aide when the aide is assigned to an individual student?

a. When the aide is employed to help a student who is difficult to manage or difficult to educate, this aide is still working with the special education teacher and the direct supervision of the aide is the responsibility of that teacher.

b. If the aide is necessary to assure health and safety or management control on special transportation, this aide is not functioning in the special education classroom and therefore is generally supervised by the director of special education, designee, or special education teacher.

c. If a special education aide is necessary to assist a physically handicapped/other health impaired student to accommodate to regular education classroom situations, the aide is directly supervised by the classroom teacher and generally supervised by the director of special education or designee.

12. Can the special education program aide assigned to work with an individual student in the school environment be assigned to work with the student at home if the child should be placed on special education home bound instruction?

There are no provisions in PI 11.26(a), Wisconsin Administrative Code for the individual aide to follow the student to the home to assist during the instructional program in the home or hospital.

13. Can special education program aides be used in a home training program such as might be found in a special education early childhood program?

Yes, providing the provisions relating to supervision discussed previously are met. A common approach is to have the teacher visit the home and introduce the learning activity and then to have the aide follow up for the next visit or two to reinforce the learning activity that was introduced by the teacher.

14. What are the procedures to be followed to obtain approval for a special education program aide position?

First, to create the position, a request and justification for the position must be submitted to the appropriate program supervisor in DHCPS. A standard form (PI2190) to expedite this process has been developed, a copy of which is attached. The rationale for the positions are stated in PI 11.29, Wisconsin Administrative Code. An aide position requested for a unit exceeding the minimum/maximum enrollment criteria must be negotiated with the program supervisor prior to the submission of the request. Such a position will not be approved where the enrollment has reached a point where it is apparent that another class should be started.

Secondly, the justification for the aide position request will be submitted at a minimum on a triennial basis. However, it is important to keep in mind that the continued approval of an aide position is contingent upon the continued existence of the conditions that warranted the creation of the position.

15. What are some of the different titles that are given to special education program aides and what are the responsibilities that are typically ascribed to these aides?

1. "Paraprofessional" is sometimes used to refer to a special education program aide. The term is also used

by some districts to differentiate those aides whose main function is to assist the teacher from aides who work with an individual child or children. The use is sometimes restricted to aides who have had two or more years of education or have completed an aide training course.

2. "Handicapped aide" or "teacher's aide" is a general term used to refer to a staff member employed to assist the teacher or to assist an individual child.

3. "Health aide" is sometimes used to apply to aides whose responsibilities are related to health or hygiene aspects such as toilet training , feeding assistance, and changing. In some districts, this title is applied to those who obtained a license based on their experience rather than their years of college education.

4. "Health-care aide" in some districts applies to those aides who provide some type of health care service to an individual child or children. Oftentimes this type of aide may be trained as a licensed practical nurse (LPN). Some of the services provided, such as clean intermittent catheterization; monitoring a ventilator; suctioning, cleansing and reinsertion of a tracheal tube; and tube feeding require that the aide be trained and supervised by a registered nurse.

5. "Therapy aide" is a term used to refer to aides who are sometimes employed to assist physical and occupational therapists to conserve their therapy service time in the building. They are used to escort children to and from the designated therapy service area; prepare a child for therapy; assist in dressing; assist in removal and replacement of prosthesis; and prepare equipment and materials. Some therapy aides may be trained COTA's, however, they are not licensed by DPI to provide any form of hands on therapy.

6. "Transportation aide" designates an aide who is employed to monitor or assist a handicapped child or children on a school bus or other type of transportation.

7. Job coach" is a term referring to an aide who is being used to monitor a handicapped child or children in an educational activity at a job training site.

8. "Interpreter" refers to a trained interpreter who is assigned to a hearing impaired child or children for purpose of assisting them by serving as an interpreter.

D P I

Wisconsin Department of Public Instruction
REQUEST FOR SPECIAL EDUCATION PROGRAM AIDE
Rev. PI 11.29, Wisconsin Administrative Code
PI-2190

INSTRUCTIONS: Complete and submit with annual plans of service: PI-2199, PI-2202, PI-2208, or to request a new aide position.
Return to:
WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION
DIVISION FOR HANDICAPPED CHILDREN AND PUPIL SERVICES
P.O. BOX 7841
MADISON, WI 53707

Date Submitted

LEA Name	Fiscal Agent	Program	Type & Level	Enrollment

Teacher Name	School

Aide's Name	Social Security Number	FTE	Starting Date

PROGRAM RATIONALE AND JUSTIFICATION *Check appropriate boxes. Explain where required.*

☐ PI 11.29 (2) (a): Overenrollment/State maximum for type and level _____ Enrollment _____
All overenrollments of programs and the use of Special Education Aides must be negotiated.

☐ PI 11.29 (3) (a): To assist with children otherwise difficult to manage or educate. *Describe behavior:* _____

☐ PI 11.29 (3) (b): To assist in management control on school bus.

☐ PI 11.29 (3) (c): To assist a physically handicapped child to accommodate to a regular classroom situation.

AIDE ROLE AND FUNCTION — **TIME SPENT ON EACH (%)**

☐ Assist in interpreting for deaf or hearing impaired students ..... _____%
☐ Assist the therapist with EEN students by preparing students for therapy, maintaining therapy equipment, and transporting child to therapy ..... _____%
☐ Work with an individual EEN student ..... _____%
☐ Assist in classroom management ..... _____%
☐ Aid EEN students on independent assignments ..... _____%
☐ Reinforce previous learning, work drills, etc. ..... _____%
☐ Classroom maintenance ..... _____%
☐ Monitor EEN students during recess, lunch, etc. ..... _____%
☐ Conduct EEN students to regular classes ..... _____%
☐ Record daily progress/charting, etc. for EEN students ..... _____%
☐ Data collection ..... _____%
☐ Provide health related care for EEN student as trained and supervised by graduate nurse ..... _____%
☐ Assist a physically handicapped child in regular classroom ..... _____%
☐ Other *Specify* ..... _____%

ASSURANCES

Reimbursement of position is contingent upon prior approval of program supervisor (PI 11.29 (4) (c)). Aide shall hold a 5-year license as a special education program aide. Aide shall be under direct supervision of a certified special education teacher or director or supervisor of special education (PI 11.29 (6)). Aide's name and social security number must be submitted when position is filled or when a different individual assumes the approved position. Aide positions will be reviewed annually by the LEA to ensure that rationale and justification used to originate position are still valid.

Administrator's Name *Print or Type*	Signature / Date	Position
	▸	

For DPI Use: ☐ Approved ☐ Disapproved	Supervisor's Signature / Date
	▸

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Exceptional Education APPENDIX E
INFORMATION UPDATE
Wisconsin Department of Public Instruction / Herbert J. Grover, State Superintendent
125 South Webster Street / P.O. Box 7841 / Madison, Wisconsin 53707
Division for Handicapped Children & Pupil Services / Victor J. Contrucci, Administrator

BULLETIN NO.

90.7 September, 1990

TO: District Administrators, CESA Administrators, CHCEB Administrators, Directors, Designees of Special Education, and Other Interested Parties

FROM: Victor J. Contrucci, Assistant Superintendent
Division for Handicapped Children and Pupil Services

SUBJECT: SPECIAL EDUCATION PROGRAM AIDES

As a result of the recent Legislative Audit Bureau (LAB) review of the process and procedures regarding special education program aides, the department has agreed to furnish the LAB an analysis of how special education program aides are being used. This analysis will be conducted on the applications being submitted for the 1990-91 school year. The data for the analysis will be gathered from the PI-2190 Request for Special Education Program Aide form. (A copy is attached.)

In addition to this analysis, it was also requested that the criteria used to review and approve requests for a special education program aide position be clarified. The present bulletin will clarify the criteria stated in PI 11.33 (formerly PI 11.29) regarding the use of special education program aides. It will also respond to some additional questions that have arisen since Bulletin 84.3 "Clarification of the Use of Special Education Program Aides in Speech or Language Disability Programs" and Bulletin 89.10 "Special Education Program Aides" were promulgated.

1. What are the criteria for approving the use of special education program aides?

Approval of aides based on overenrollment:
To paraphrase PI 11.33(2)(a) Wisconsin Administrative Code, a special education program becomes eligible for a program aide position when there is evidence that the enrollment of a unit has exceeded the maximum enrollment criterion for that type and level of program unit. Minimum and maximum enrollment criteria are published by DHCPS. Approval of a special education program aide based on enrollment will not be given unless the maximum is exceeded. In some cases, the maximum has been exceeded by a considerable number and districts have requested a second program

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aide position. Only in an emergency situation, e.g., when there has been a sudden influx of students and a new teacher has not yet arrived, and only after prior negotiation with the BEC program supervisor, would a second program aide be approved because of overenrollment.

2. What are other reasons why a special education program aide would be approved?

Approval for reasons other than overenrollment:
PI 11.33(3) lists some exceptions that can be approved as follows:

(a) A program aide position can be approved when there is evidence that a program aide is necessary to assist with certain (specified) children who might otherwise be difficult to manage or to educate. Form PI-2190 requires that the specific behaviors exhibited by the particular student(s) be documented. A program aide position would not be approved simply because the teacher or the administration believe that a particular category of students is difficult to teach or to manage. The approval of a program aide for this reason is based on specific student(s) needs.

(b) A special education program aide for transportation purposes can also be approved to assist in management control where there are reported problems and where the health and safety of the children being transported are jeopardized. DHCPS approval of program aides would be based on the individual needs of specific students.

(c) A special education program aide position could also be approved to assist a physically handicapped student accommodate to a regular classroom situation. This type of approval is again child specific. In some instances the physically handicapped student's special education program may consist of specially designed physical education and physical and/or occupational therapy. In this case, the program aide would have to be supervised by the director of special education or designee. (Therefore the name of that person would appear on form PI-2190 where the teacher's name is usually stated.)

(d) The use of special education program aides for any of the reasons above requires prior approval from the division.

3. How often must a district request approval of a special education program aide position?

Districts must request approval of program aide positions on a yearly basis. When approval is first requested for a special education program aide position, the request must be submitted on a PI-2190 and an appropriate Plan of Service or an amendment to

the Plan of Service. Thereafter, the special education program aide positions are approved on the respective Plans of Service and on the PI-2190 form every three years. Districts should bear in mind that when the condition disappears that prevailed at the time the request was made, so does the justification for the position and the state handicapped children categorical financial aid. For example, a program aide position approved due to overenrollment is no longer justified when the enrollment drops below the maximum enrollment criteria.

4. When a large number of aide requests are made by a district, can the main information just be copied from one PI-2190 to another?

Districts should be alert to the fact that the department staff members routinely review and monitor program aide requests from districts and are especially watchful for requests that are the same, are reprinted, or otherwise show evidence that they are not case specific in nature.

5. Can special skills and media teachers (T-6) have a program aide assigned to them?

Generally no. The eligibility rules have to be met. There are few if any instances in which a special education program aide would be approved to be assigned to a special skills or media teacher. In all probability, a program aide assigned to a special education class (unit) would accompany specific children when they were with the special skills teacher or media teacher.

6. When an aide is required to assist a specific child, is this stated on the IEP?

The IEP addresses the special education program and related services to be provided to the child. The staff necessary to carry out this program and any services are assigned by the administration and would not be included in the IEP.

7. Can special education program aides be utilized outside the normal school day?

When special education program aides are being assigned roles that are different from those described in PI 11.33 and on form PI-2199, the proposed role and function must be negotiated with the appropriate DHCPS program supervisor. Activities of the program aide which are outside the school day (e.g., after school apartment monitoring, after school recreation or extracurricular activities, extended day curriculum) should also be negotiated on an individual basis. It must be remembered that if the aide is not under the direct supervision of the teacher or director of special education/designee at all times, the position will not qualify as a special education program aide position.

8. Do special education program aide positions that are funded with federal funds need to be approved?

Regardless of the source of funding, program support staff, including aides utilized by the district, and instructional staff who specifically work with EEN programs and provide special education programs must be reported, be appropriately licensed, and be approved.

9. Could a special education program aide be used as a teacher in a team teaching situation?

No. The program aide could be used to monitor student activities or to reinforce information and skills that had been introduced by the teacher, but the aide cannot be assigned teaching responsibilities. (Refer to Bulletin 89.3.)

10. Do individuals employed as interpreters for hearing impaired children need to hold a special education program aide (883) license?

Yes. At the present time no specific DPI license exists for interpreters, therefore, they must hold the 883 license to comply with state regulations requiring certification of staff to be eligible for categorical aid.

11. Do interpreters holding 883 aide licenses need to be attached to a special education teacher?

Yes. It is assumed that the interpreter (program aide) is necessary to allow the student to benefit from a special education program or to accommodate to a regular education classroom. Consequently, they are required to be under the direct supervision of the teacher of the special education unit in which the student is placed, or the director of special education/designee.

Anyone desiring additional information should contact Paul T. Halverson, Director, Bureau for Exceptional Children, P.O. Box 7841, Madison, Wisconsin, 53707.

D P I

Wisconsin Department of Public Instruction
REQUEST FOR SPECIAL EDUCATION PROGRAM AIDE
Rev. PI 11.33, Wisconsin Administrative Code
PI-2190 (Rev. 9-90)

INSTRUCTIONS: Complete and submit with all new aide requests and then once every three years thereafter.
Return to:

WISCONSIN DEPARTMENT OF PUBLIC INSTRUCTION
DIVISION FOR HANDICAPPED CHILDREN AND PUPIL SERVICES
BUREAU FOR EXCEPTIONAL CHILDREN
P.O. BOX 7841
MADISON, WI 53707

Date Submitted

LEA Name	Fiscal Agent	Program	Type & Level	Enrollment

Teacher Name	School

Aide's Name	Social Security Number	FTE	Starting Date

PROGRAM RATIONALE AND JUSTIFICATION *Check appropriate boxes. Explain where required.*

☐ PI 11.33(2)(a): Overenrollment/State maximum for type and level _____ Enrollment _____
All overenrollments of programs and the use of Special Education Aides must be negotiated.

☐ PI 11.33(3)(a): To assist with children otherwise difficult to manage or educate. *Describe behavior:* _____

_____

_____

☐ PI 11.33(3)(b): To assist in management control on school bus

☐ PI 11.33(3)(c): To assist a physically handicapped child to accommodate to a regular classroom situation

AIDE ROLE AND FUNCTION	**TIME SPENT ON EACH (%)**
☐ Assist in interpreting for hearing impaired students	_____%
☐ Assist the therapist with EEN students by preparing students for therapy, maintaining therapy equipment, and transporting child to therapy	_____%
☐ Work with an individual EEN student	_____%
☐ Assist in classroom management	_____%
☐ Aid EEN students on independent assignments	_____%
☐ Reinforce previous learning, work drills, etc.	_____%
☐ Classroom maintenance	_____%
☐ Monitor EEN students during recess, lunch, etc.	_____%
☐ Conduct EEN students to regular classes	_____%
☐ Record daily progress/charting, etc. for EEN students	_____%
☐ Data collection	_____%
☐ Provide health related care for EEN student as trained and supervised by graduate nurse	_____%
☐ Assist a physically handicapped child in regular classroom	_____%
☐ Other *Specify*	_____%

ASSURANCES

Reimbursement of position is contingent upon prior approval of program supervisor (PI 11.33(4)(c)). Aide shall hold a 5-year license as a special education program aide. Aide shall be under direct supervision of a certified special education teacher or director or supervisor of special education (PI 11.33(6)). Aide's name and social security number must be submitted when position is filled or when a different individual assumes the approved position. Aide positions will be reviewed annually by the LEA to ensure that rationale and justification used to originate position are still valid.

Administrator's Name *Print or Type*	Signature / Date	Position
	▸	

For DPI Use: ☐ Approved ☐ Disapproved	Supervisor's Signature / Date
	▸

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APPENDIX F

Exceptional Education INFORMATION UPDATE

Wisconsin Department of Public Instruction / Herbert J. Grover, State Superintendent
125 South Webster Street / P.O. Box 7841 / Madison, Wisconsin 53707
Division for Handicapped Children & Pupil Services / Victor J. Contrucci, Administrator

BULLETIN NO. 87.4 February, 1988

TO: All Affected, Concerned, and Interested Parties

FROM: Victor J. Contrucci, Administrator
Division for Handicapped Children and Pupil Services

SUBJECT: Information update:
Minimum/Maximum Enrollment Criteria for 1988-89

This bulletin replaces The Division for Handicapped Children and Pupil Services (DHCPS) Bulletin No. 87.2 relating to minimum/maximum enrollment ranges for various levels and types of special education programs. Pursuant to PI 11.21(1)(c) of the Rules to Implement Subchapter V, Chapter 115, Wisconsin Statutes. DHCPS is responsible for the publication of minimum/maximum enrollment ranges. There have been no changes to the minimum/maximum enrollment criteria contained in Bulletin 87.2.

Attached you will find, charted for each exceptional educational needs program including multicategorical and SNDS delivery models, the minimum/maximum ranges for each type and level. Maximum enrollments are to be perceived by the local educational agencies as the largest number of students to be served by that program type and level without special DHCPS approval. Enrollments are monitored by the DHCPS in the program approval process. If local educational agencies need to exceed certain maximums, they should be seeking advance approval for the utilization of special education aides or should be planning for the development of additional program units. The DHCPS recognizes additional factors, such as pupil full-time equivalencies, the extent of integration into regular education classrooms and secondary level scheduling, as necessary elements on which to make pupil/teacher ratio decisions. While these factors are taken into consideration by DHCPS professional staff, over-enrollments which continue over a period of time will be subject to in-depth review and, in some cases, will be considered for recommendations for program disapproval. Variations and exceptions to these minimum/maximum enrollment criteria shall be reviewed by DHCPS staff prior to program approval.

These policies will be in effect for the 1988-89 school year for any ongoing or new units to be established during this time. These criteria are to be used as a basis for negotiating approval for new or continuing programs with the appropriate DHCPS program supervisor. In addition, any reduction or discontinuation of a special education program must be approved through the appropriate program supervisor per s.115.77(4)(c), Wis. Stats.

Please note that throughout this bulletin the levels and program types conform with PI 11.21 - 11.25, Wis. Admin. Code. They are not the same as the federal definitions for education placements which are provided in the federal data materials.

Attachment

The Department of Public Instruction does not discriminate on the basis of race, sex, age, religion, handicap, or national origin.

Please note: Throughout the charts in the bulletin, the figures to the left in parentheses following the program types are minimum numbers and the figures under the levels are maximum numbers.

MILD/BORDERLINE MENTALLY RETARDED

	Early Education	Primary	Inter-mediate	Elementary Wide Range	Middle/ Junior	Senior	Secondary Wide Range
Self-contained Complete (Min.5)	7	8	9	7	10	12	10
Self-contained Modified (Min.5)	9	9	10	9	11	12	10
Self-contained Integrated (Min.8)	12	12	14	12	15	15	15
Resource (Min.9)	--	13	14	14	15	15	15

MODERATE/SEVERE MENTALLY RETARDED

	Early Education	Primary	Inter-mediate	Elementary Wide Range	Middle/ Junior	Senior	Secondary Wide Range
Self-contained Complete (Min.4)	6	6	6	6	7	7	6
Self-contained Modified (Min.4)	7	7	7	7	8	8	7
Self-contained Integrated (Min.5)	9	9	9	7	9	9	8

VISION*

	Early Education	Primary	Inter-mediate	Elementary Wide Range	Middle/ Junior	Senior	Secondary Wide Range
Self-contained Complete (Min.5)	--	7	7	7	9	9	11
Self-contained Modified (Min.5)	--	9	9	8	10	11	11
Self-contained Integrated (Min.7)	--	10	10	9	11	12	12
Resource (Min.8)	--	--	--	15	--	--	15
Itinerant (Min.8)	--	--	--	12	--	--	12

HEARING*

	Early Education	Primary	Inter-mediate	Elementary Wide Range	Middle/ Junior	Senior	Secondary Wide Range
Self-contained Complete (Min.4)	5	9	9	7	7	7	7
Self-contained Modified (Min.4)	6	9	9	7	7	7	10
Self-contained Integrated (Min.4)	6	9	10	8	9	9	10
Resource (Min.5)	--	10	10	9	10	10	9
Itinerant (Min.5)	--	10	10	9	10	10	9

* DEAF/BLIND PROGRAMS ARE TO BE NEGOTIATED SEPARATELY.

EMOTIONALLY DISTURBED

	Early Education	Primary	Inter-mediate	Elementary Wide Range	Middle/ Junior	Senior	Secondary Wide Range
Self-contained Complete (Min.4)	7	7	7	7	8	9	9
Self-contained Modified (Min.4)	7	8	8	8	8	9	9
Self-contained Integrated (Min.5)	10	10	12	10	12	12	11
Resource (Min.9)	--	12	15	13	15	15	14

LEARNING DISABILITIES

	Early Education	Primary	Inter-mediate	Elementary Wide Range	Middle/ Junior	Senior	Secondary Wide Range
Self-contained Complete (Min.4)	7	7	7	6	7	--	--
Self-contained Modified (Min.6)	9	9	9	8	9	9	8
Self-contained Integrated (Min.8)	13	13	13	12	13	13	12
Resource (Min.12)	17	17	17	16	20	20	17
Itinerant (Min.9)	--	15	15	15	15	15	15

MULTICATEGORICAL MODEL**

	Early Education	Primary	Inter-mediate	Elementary Wide Range	Middle/ Junior	Senior	Secondary Wide Range
Self-contained Integrated (Min.6)	--	10	12	10	13	13	11
Resource (Min.10)	--	13	15	14	17	17	15

SNDS MODEL**

	Early Education	Primary	Inter-mediate	Elementary Wide Range	Middle/ Junior	Senior	Secondary Wide Range
Level I (Min.10) (Resource)	--	13	15	13	17	17	15
Level II (Min.6) (Self-contained Integrated)	--	10	12	10	13	13	11

PHYSICALLY HANDICAPPED*

	Early Education	Primary	Inter-mediate	Elementary Wide Range	Middle/ Junior	Senior	Secondary Wide Range
Self-contained Complete (Min.5)	7	7	9	7	10	10	10
Self-contained Modified (Min.5)	9	9	10	9	11	12	10
Self-contained Integrated (Min.7)	11	11	13	11	14	14	14

* Units frequently include children with other handicaps in addition to being physically handicapped. Experience in changing populations and inclusion of severely involved children necessitates one or more teacher aides in almost every instance.

** These are pilot units that require prior approval as defined in Bulletin No. 85.4 and completion of PI-2037, Application for Multicategorical (MC) Units or PI-2036, Application for Service Needs Delivery System (SNDS) Units.

SPEECH/LANGUAGE

	Early Education	Primary	Inter-mediate	Middle/ Junior	Senior
Self-contained Complete (Min.5)	12	15	--	--	--
Self-contained Integrated (Min.8)	15	15	--	--	--
Itinerant (Min.15)	20	35	35	40	40

EARLY CHILDHOOD: EXCEPTIONAL EDUCATIONAL NEEDS

THREE THROUGH FIVE YEARS

	One Session Model*	Two Session Model**
Self-contained Complete (Min.5)	10	15
Self-contained Integrated (Min.Ø 6)	12	18

Itinerant= Homebased/Community Outreach
(Min.Ø 7 - Max.1Ø 16)

BIRTH THROUGH TWO

Self-contained Complete (Min.4)	8	12
Self-contained Integrated (Min.6)	10	15

Itinerant= Homebased/Community Outreach
(Min.Ø 7 - Max. 1Ø 16)

* One session per day model operates an extended day with part of the day or week reserved for parent contacts.

** Two sessions per day model, AM and PM, operates 4 days a week with the 5th day being reserved for parent contacts. An EC:EEN teacher in self-contained complete program who teaches two sessions in a day should not exceed 15 students on his/her total enrollment. For example, an EC:EEN teacher may have a preschool class of 7 in the AM and 8 in the PM, but the total number of children he/she serves in one day should not exceed 15 in the self-contained complete two session program type model. Due to the young age of the students and the multiplicity of their needs, an aide is needed to assist the teacher with an average size classload in all Early Childhood classrooms, including all categorical Early Education levels.